THE LABOUR GAZETTE

JUL 26 1973
SOCIAL SCIENCES

"The main reasons for the inadequacies in pen coverage in Canada can be traced to the failure o luctance of the unions, up to now, to make pen improvements a priority bargaining issue." See: Case for Co-Management of Employee Pen Funds, by Ed Finn.

BOUR
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Labour Canada Travail Canada

NEWS BRIEFS

■ The **retirement of Leslie Barnes** as Executive Director **of the Professional Institute** of the Public Service of Canada has been announced. Barnes is a past president of the Institute and has been Executive Director since 1965. His retirement will coincide with the anticipated abolition of the office of executive director through implementation of the McGill Report, "The Professional Employee in the Public Service of Canada."

■ **A new Public Works Fair Employment Act, which will make only unionized companies eligible for public works contracts,** has been introduced in the British Columbia Legislature by Labour Minister Bill King.

Put forward at the same time was an amendment that will make a company director or officer personally **responsible for up to two months of unpaid wages for each employee, even if the corporation declares bankruptcy.** Outside the House, the Minister explained that the amendments to the Act are aimed mainly at bankrupt companies, particularly small subcontractors in the construction industry.

The Act will replace the Public Works Fair Wages Conditions of Employment Act, which gave the Labour Minister power to set the wages and terms of employment for government contracts. These will now be decided by collective bargaining.

Under the new Act, the Go ment will retain the right–o is proved that employees hav been paid–to withhold enou the contract to pay the emplo Companies on government tracts will have to continue mitting a list, and any nec supporting documents, sh number of employees and paid. In addition, companie file documents "respectin profit and loss and the produ and operating costs of the i try, business trade or occup connected with the gover contract.

The new Act will also give i gators from the Department bour the power of commiss under the Public Inquirie when investigating the in tion filed by companies.

Te federal Department of tiol Health and Welfare and e ovince of Manitoba have ree to work together on an exrinental guaranteed annual inmeproject. The project will be e fit major Canadian social exriment in this field.

will involve a limited number of inneg residents plus a Manitoba ommunity, and although it ll b operated by the Province, e ideral Government will pay pecent of the cost and particite i research.

nde the project, the Governentof Manitoba will undertake pvide an individual with a rita amount of money anall If he cannot make that inmethrough employment, welre, unemployment insurance, e Gvernment will make up the ffence.

major concern is whether a arateed income will deprive an divdual of the incentive to ork.The Manitoba project will udyhis question, as well as how esepograms can be efficiently d fly administered.

ur sch projects were, or still are eingconducted in the United atesbut there has been no deitiv word on their effectiveness ye The Manitoba project is hedled for launching during 73, nd will last for at least three ars.

A food prices review board s ben established by the fedeGvernment, Consumer and rporate Affairs Minister Gray nounced recently, adding that hoes to release the names of ard Commissioners in a few eek

His statement followed the tabling of The Interim Report of the Special Commons Committee on Food Prices. The report had advocated a "watchdog" food prices review board with power to investigate "specific areas of the industry where quick action can and must be taken." The report, a majority statement of the 25-member all-party committee, had been roundly criticized by the 10 Conservative members of the committee, who wanted a 90-day freeze on all prices and incomes except food "at the farm gate."

The new board will be established under existing legislation, the Inquiries Act, and its commissioners will have the power to summon witnesses, examine documents and engage staff to carry out special inquiries into the causes of food price increases. The board will also prepare quarterly reviews of food price trends.

■ **"Full collective bargaining should be the basis for determining salaries, wages, and working conditions in the public service of British Columbia."** This was the first recommendation made in a report of the Commission of Inquiry into Employer-Employee Relations in the Public Service of British Columbia, chaired by R. D. Higgins. **A bill to extend full bargaining rights, based on the report, was introduced in the B.C. legislature this spring and will be reintroduced during the fall session.**

The report, titled "Making Bargaining Work in British Columbia's Public Service," called for enactment of a public service labour relations act to govern employer-employee affairs, with the public service represented by a single collective bargaining unit, and the Government by Treasury Board. This provision is included in the proposed bill. The Inquiry further recommended that the act should outline the Government's commitment to the collective bargaining system as "the most appropriate method of determining wages and working conditions in the public service."

Also proposed in the 62-recommendation report was a two-tier system of negotiations consisting of a "master agreement" to cover conditions of employment common to all members of the bargaining unit, and "component agreements" covering issues specific to an occupational group. A proposed public service adjudication board would, at the request of both parties, appoint a mediator to assist the parties in reaching an agreement. The board would comprise a chairman, plus one representative each for employer and employees. These recommendations are incorporated in the terms of the proposed bill.

■ **The rising cost of industrial accidents is becoming intolerable in an environment where cost pressures "rush at management like a pincer movement,"** according to R. F. Bennett, President of the Ford Motor Company of Canada. Addressing the annual conference of the Industrial Accident Prevention Association, in Toronto, Bennett noted a direct relationship between working environment and quality in both attitude and product.

"I do not have to remind you that accident prevention is an integral factor in that environment," he said. "Nor do I have to remind you that the consumer of today is no longer prepared to tolerate substandard goods and services that reflect substandard working conditions.

The cost of compensable injuries last year in manufacturing and retail industries served by the IAPA exceeded $67,000,000—20 per cent higher than the 1971 figure, even though the number of injuries dropped by 10 per cent.

Hugh M. Douglas, Senior Co-ordinator of Accident Prevention for Imperial Oil, said that "we become more concerned about such things as the cost of space programs and the loss of working hours through strikes than we do about the colossal waste of money and people through accidents."

Every year in North America, he said, more than 120,000 people are killed, 12,000,000 are temporarily disabled, and more than $30 billion wasted through so-called "accidents." He suggested that the involvement of all employees in decision-making was the best way to establish safety practices.

■ **Ninety-one per cent of post-secondary students who sought summer work in 1972 succeeded in finding a job for at least part of the summer,** according to a survey conducted by the Department of Manpower and Immigration. Employed post-secondary students held jobs for an average of 12 weeks and their earnings averaged $1,125 compared with $1,020 in 1971. Savings from summer earnings averaged $595, up from $535 in 1971.

Average earnings for male students rose from $1,170 in 1971 to $1,295 in 1972, while those for female students rose from $700 to $780. Male students had more success in finding summer work than female students. Only seven per cent of male post-secondary students were unable to find work, compared with 12 per cent of female students.

Unemployment was lowest in Prince Edward Island (three per cent), Manitoba (four per cent), and Alberta (four per cent). Québec's post-secondary student unemployment rate of 16 per cent and Newfoundland's of 14 per cent were the highest across Canada.

The survey was conducted by Manpower and Immigration in co-operation with Canadian universities and community colleges. Twenty thousand students at 64 universities and community colleges took part in the survey.

■ **"Full collective barg should be the basis for de ing salaries, wages, and w conditions in the public se British Columbia."** This w first recommendation mad report of the Commission quiry into Employer-Emplo lations in the Public Ser British Columbia, chaired b Higgins.

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anada's education system en accused of failing to pro- newcomers into the work- with an adequate under- ing of the trade union ment. The charge was made vid Archer, President of the o Federation of Labour, at L conference on the meth- nd techniques of talking to ts.

complained that students ng the world of work do not ny information concerning rial relations. He said also ere is no adequate textbook school system to deal with velopment and role of the union movement and the ive bargaining process.

anadian Chamber of Com- claims that "how business es" is being taught to Cana- tudents. **The Chamber and er associations have been y interested in teaching usiness system" in schools, he intention of developing understanding of business w it serves the public inter-**

hamber is endeavouring to a consultant to hold ex- ry talks with all provincial nments and provincial ers of Commerce to learn conomics is being taught in rovince, and to assess the f current or proposed activ- provincial departments of on.

■ **A $15,900,000 program to create employment and improve incomes in rural Newfoundland** has been undertaken by the federal Department of Regional Economic Expansion in collaboration with the province. The program, to run until March 31, 1977, is aimed at promoting growth in the agricultural industry, as well as improving the agricultural skills of farm operators and increasing the volume and value of agricultural production.

The program comprises five major activities: land consolidation; capital assistance to farm operators; human resource development; marketing; and farming support activities. Responsibility for implementing the program lies with Newfoundland, and the cost will be shared equally between the two governments. The project is financed under the ARDA III Agreement, signed by the federal and provincial governments on May 28, 1971.

■ **Agreement to establish a seven-man panel to deal with jurisdictional disputes between craft and industrial unions** was reached by building trades and industrial union representatives at an Ottawa conference in April.

The inter-union agreement is a major step toward elimination of costly delays in the construction industry arising out of disputes between building trades and industrial unions.

Disputes that cannot be settled at the local level will be submitted to the seven-man panel comprising three representatives from industrial unions, three from craft organizations, and a chairman appointed by the Canadian Labour Congress. If the panel cannot reach an agreement, or if there is failure to comply with its decision, it will report to the Executive Council of the CLC. The agreement will be in force for three years, unless either group serves notice that it wants the pact amended or terminated.

Industrial unions are organized on the principle of including all workers from industry, regardless of their craft; they operate traditionally in the primary and manufacturing industries. Building trades, on the other hand, are unions whose members follow some specific craft or skill—electricians, carpenters or plumbers. The friction between them was caused by overlapping jurisdictions.

The negotiations preceding the agreement were conducted within a framework established by the Canadian Labour Congress, and were held intermittently since April 1969.

■ **Controls on the power of organized labour, and an end to its privileged position**—"a position that adds to industrial strife, to the cost of producing goods and services, and contributes to inflation"— **have been called for by Daniel Sprague, immediate past president of the Canadian Manufacturers' Association.**

Speaking to the Peterborough branch of the CMA in April, Sprague advocated a four-point program of labour law reform that would, he explained, strike a new balance between government, management and labour, and counteract an economically crippling trend toward union monopoly.

He outlined his program as follows: **"The freedom to join a union must be balanced by an equal freedom not to join.** In other words, **the closed shop must be outlawed.**

"Offences under labour relations acts must be handled in the same manner as offences under any other act, without special favours or immunities. There must be automatic prosecution of all offences carrying a criminal penalty, including those arising out of mass picketing.

"Labour relations acts must recognize that the only purpose of free collective bargaining is to achieve some reasonable relationship to the marketplace value of the services. To ensure this result, any of the following actions must be considered as bad-faith bargaining: property damage; intimidation; injury to persons; attempts to establish a monopoly by denying the other party's right to seek alternatives.

"I emphasize that, unless there are alternatives, there is no bargaining in any real sense of the word. Our present laws, and the lack of enforcement of those laws, have permitted unions to adopt an attitude of pay up or close down. This has to change. Unions and their agents must be held legally accountable for their actions. They should be able to sue and be sued in the same way as the companies with which they deal."

Sprague contended that his program would contribute to better labour-management relations, and would be "equally fundamental to any total effort to keep inflationary pressures within acceptable limits."

He criticized the tendency of government spending to outrun the annual increase in Canada's Gross National Product, and declared that "we must also see to it that wage and salary increases are kept within realistic bounds and that they bear some relation to productivity improvement. I am not suggesting that governments should legislate lower wage rates, but I do say that governments must recognize that unions tend to exercise monopoly powers over labour supply, and this is one of the reasons we are faced with the problem of high unemployment, along with rising prices."

Implementation of his law reform proposals would not interfere with union powers essential to their proper functioning within a democratic society, Sprague said.

He called for the acceptar four other bargaining princi all elements in the industri tions community:

(1) No union should be give and exclusive bargaining unless a clear majority of th ployees in the unit has vote vour, by a secret ballot.

(2) The taking of a strike vot to the start of negotiatio prior to conciliation efforts exhausted, should be regar evidence of bad faith.

(3) Freely negotiated barg between management and should be binding on both and should not be broken the lifetime of the agreem any reason.

(4) Speedy, effective and in grievance and adjudication dures should be available who work in the public and they should take the p the present license to strike public sector of the econom

"It is ridiculous that we find less wasteful and des means of resolving diff than strike action," cor Sprague. Canadians are be impatient "with prolonge wasteful strikes in the priv tor, and they give every sig lieving that those who ch work in the public sector not be permitted to strike.

"The ball is with those wh late in Ottawa and the pr capitals. It is for them to r it, and for the rest of us, representations, to see th do."

INTERNATIONAL ROUNDUP

■ **The United Steelworkers of America and major United States steel companies have agreed to an experimental negotiating scheme aimed at averting industry-wide strikes and lockouts,** and government intervention on secondary issues. The agreement will affect some 400,000 Steelworkers—about half the total U.S. membership.

The terms of the agreement commit unions and steel companies to use voluntary arbitration in disputes over basic issues, such as wages, that have not been settled by April 16, 1974. Negotiations on a 1974 industry contract are scheduled to begin February 1, 1974. The right to strike over local issues will be retained by individual plants.

The agreement sets minimum yearly wage increases at 3 per cent plus a fixed sum to allow for rise in the cost of living. The companies have also agreed to pay each Steelworkers member $15 when the 1974 contract is signed "for consideration of the contribution made . . . to the stability of steel operations."

Impetus for the experiment came mainly from large-scale layoffs following a 1971 industry-wide strike threat, when steel companies stockpiled supplies, and steel users purchased from foreign producers to guarantee their requirements. The result was a decreased production of U.S. steel after the contract was settled, causing the layoff of about 100,000 steelworkers. The parties to the experiment are hoping that the agreement will prevent repetition of such economic upsets by removing the threat of any large-scale stop in steel production.

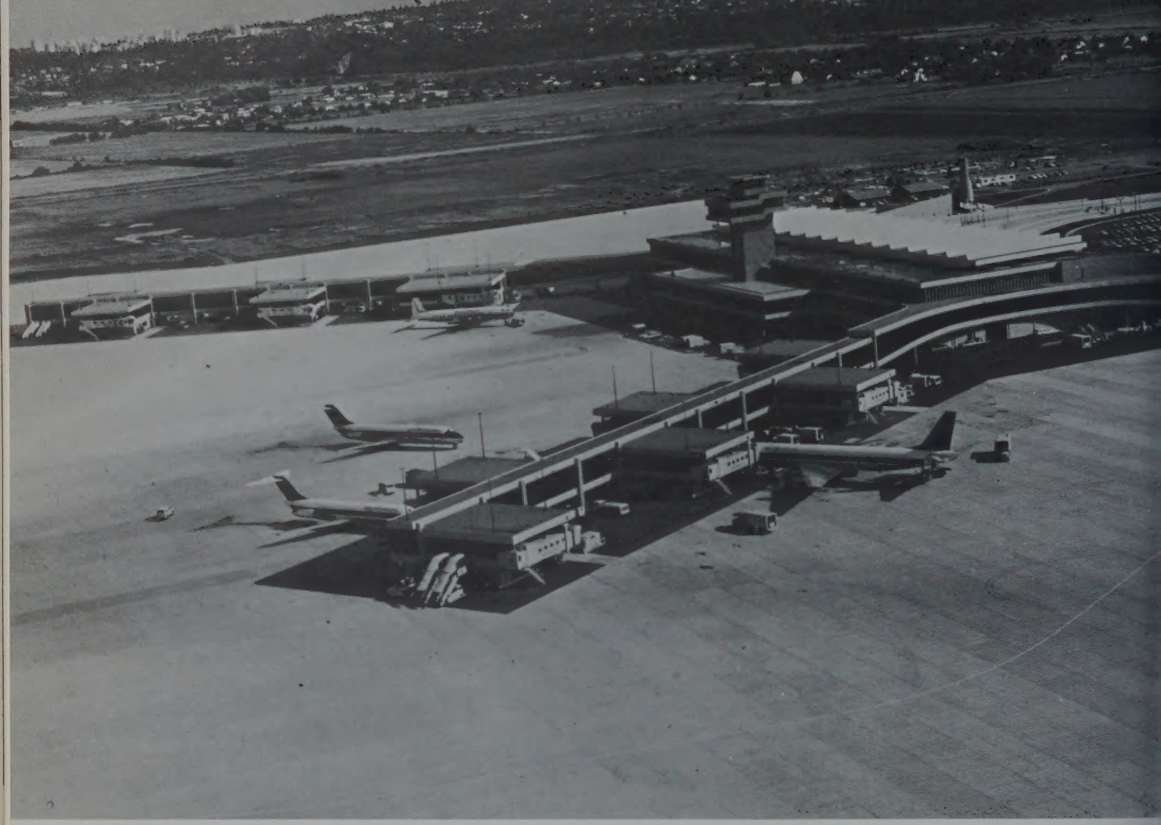
■ **President Nixon's Advisory Committee on Labour-Management Policy has been abolished and a new National Commission for Industrial Peace has been set up.** The Commission's role is to explore methods by which labour and management may best reconcile their differences in a manner consistent with the public interest.

The new federal body will also study how the Government may be most helpful in achieving this goal, and will make recommendations to the President. Other activities will include setting up additional labour-management advisory panels to provide the Commission with expertise on specific sectors of the economy, and to develop programs in these sectors. The Departments of Labor and Commerce, and the Cost of Living Council will also provide the Commission with technical assistance and other forms of support.

■ **Workers in the printing industry in Germany won an 11 per cent pay increase in April,** after a one-day strike that left millions of Germans without newspapers. Negotiations on their union's 13 per cent wage claim had broken down because employers refused to go beyond 9 per cent.

The determination to hold out for a larger settlement was strengthened by the publication of the cost of living index for March, which was nearly 7 per cent higher than a year ago—a staggering rise by German standards.

"The importance of the printers' award goes well beyond the newspaper industry," commented **The Economist.** "The chemical, textile and insurance workers, who are also in the middle of their annual wage round, will almost certainly insist on what the printers got."



The Economist believes this "could increase the discontent among the engineering workers and the public servants, who settled last winter for what then seemed to be the going rate of 8.5 per cent, but who now feel that they may have been too public-spirited." If the engineering workers (numbering about 4,000,000) do get something extra, "Germany can wave good-bye to single-figure settlements," **The Economist** concluded.

■ **Airline pilots get tired and fall asleep on duty, not because they are overworked, but because many of them are insuring against early retirement by moonlighting** in their off-duty hours, according to a recent article in **The Economist.**

"It is a worldwide problem that airlines have never discovered how to control," the magazine observed. But there is no denying the need for such control. According to a British pilots' memorandum, leaked to the press in April, fatigue accounted for 300 deaths on British aircraft since 1966. The pilots "must expect to get this thrown back at them," said **The Economist.**

"Fatigue is a real and recognized danger," the report continued, "but there are reasons for thinking that the present rest periods between flights are, if anything, too long, leaving crews with time on their hands to kill before they report for duty again; and unless they are to live like cabbages, the edge will have been taken off their energy well before they reach the airport.

"Something like the work pattern of ordinary mortals ing no time off until the lent of the conventional w is medically preferable present 24-hour break," **Th omist** suggested. "But so control on pilots' second jo

■ **A recent three-week s Renault employees** at th pany's Billancourt plant, j side Paris, **spotlighted a nu problems currently pl French industry.** Immig bour, which makes up m 14 per cent of France's population, is one of the other is satisfying the dem unskilled workers, one o principal grievances, in ad inequities in pay, is frustr the conventional assembly

strike began March 20, when workers on hydraulic presses ned tools and demanded l pay for work of equal value. e than 75 per cent of the ers were immigrants, and all graded as unskilled workers. are asking for the same pay the same grade as other as- ly line employees who oc- the slightly higher and better position of "ouvrier profes- el de fabrication au premier lon (PIF)" which Renault ted recently as a stepping e between unskilled and d workers.

company offers its unskilled loyees a "risk" payment that ld give the strikers almost the wage as their P1F colleagues, not the title. This provision considered fair by the unions, the largely unorganized ers thought otherwise. After negotiations, however, they ly accepted.

e is general sympathy with "equal pay for equal work" and of these immigrant work- who are France's principal ce of labour for unskilled as- ly-line jobs. **Prime Minister e Messmer's Government** is e that France, despite its th and its industrial progress, arked by great social inequal- and it **has announced a new of social reforms, including a er cent rise in the minimum e to nearly $198,** effective July 97.

even at Renault, which has something of a testing nd for liberal measures like ier retirement, complaints centred less on the usual de- ds for higher wages and more he boredom of work.

■ **"Young persons dissatisfied with their jobs pose a growing threat to U.S. industrial output,"** according to a recent Gallup poll. The latter indicated that 77 per cent of U.S. workers are satisfied with their jobs, compared with 87 per cent in 1969—a peak year—and 84 per cent between December 1971 and January 1972. Gallup concluded that although "worker morale is not on the verge of collapse . . . it is true that there is **a greater degree of discontent today** than we have found for a number of years—particularly among young persons."

■ **A select committee has been set up by the British House of Commons to investigate the policies and practices of British firms in South Africa.** The announcement follows allegations by **The Guardian** that British companies are making high returns on their investments but paying their black workers less than subsistence wages.

The British newspaper claimed that **a confidential study of blacks' wages was suppressed,** because the latter "reflected so badly on the firms."

The study, commissioned by the South African Productivity and Wage Association, (an employers' group) for the United Kingdom-South Africa Trade Association, was conducted in July, 1972. In March 1973, (following publication of **The Guardian's** report) the UK-SATA "issued a belated and defensive statement intended to show how it is pushing its members to pay at least subsistence wages to blacks employed by their South African subsidiaries," according to **The Economist.**

And, in South Africa, in the wake of three months of wildcat strikes, the Government announced recently that it was preparing **legislation designed to involve blacks more directly in labour negotiations;** it has indicated also that the gap between black and white wages will be narrowed in the public sector. In London, the House of Commons has asked British firms with South African subsidiaries to exercise a greater sense of moral and financial responsibility. This pressure has led to a number of companies doubling the wages of their black employees.

■ **More than 250,000 Danish strikers returned to work on April 11, ending Denmark's biggest labour conflict since 1936.** The compromise agreement, reached after three weeks of strikes, offered nearly 1,000,000 workers a 7.5 per cent increase in pay and benefits over the next two years. The price for 24 months of labour peace has been estimated at $175,000,000. The agreement includes equal pay for men and women, and a shortening of the workweek to 40 hours from 41.75 by December 1974.

It is interesting to note that Denmark is the birthplace of collective bargaining and has a long history of industrial peace. The first collective agreement between trade unions and employers dates back to 1899.

When Danish unions and employers disagree, they are required by law to submit their differences to the Official Arbitrator, a senior civil servant with powers to enforce up to three cooling-off periods of 14 days each while he tries to get a compromise. The parties are free to reject his proposals, but the Government has the right to prohibit a strike and impose a settlement.

Both strikes and lockouts are recognized by Danish law, but adequate warning must be given. Fourteen days is the minimum notice.

50 YEARS AGO

■ Formal education for adults was still a new concept fifty years ago, as was compulsory education for adolescents. Consequently, education was a frequent topic in the June 1923 issue of The Labour Gazette.

An acute shortage of bricklayers, plasterers and painters in Canada and the United States forced employers and labour organizations to the conclusion that something had to be done immediately to encourage boys to enter those trades and to provide means for the thorough training of apprentices. A bricklaying class was opened at the Toronto Central Technical School, and other schools across Canada were contemplating the operation of special apprentice classes for boys entering the building trades.

In 1918, a joint educational committee of the pulp and paper industry in the United States and Canada undertook the preparation of a complete textbook for workers in the industry. Three volumes had already been issued and the last two were to be in circu by the end of that year. The were written in simple, non nical language for use in study or special classes cond in schools or mills.

The Adolescent School A ance Act was to have taken in September 1923; it was de to September 1925. The A become law at the legislati sion of 1919, and sections ing the school attendance o lescents between 14 and 1 for an aggregate of at lea

ots each year, with certain exeptions, took effect in September 92. The section requiring every rban municipality with a popuatih of 5,000 or over to establish nd maintain part-time courses of nstruction for adolescents beween 14 and 18 years of age, took ffect in September 1922.

The Commission on Uniformity of abour Laws recommended that no boy or girl under 14 years of ge shall be employed in an inustrial establishment." Provinially, the ages for juvenile emloyment were: Nova Scotia—14 or boys and girls, with special ermission for younger children o employment during fruit preserving; New Brunswick—no age mit specified; Québec—14, with ducational test up to 16; Onario—14, but school attendance, full or part-time was required up o 16; Manitoba—14 for boys, 15 or girls; Saskatchewan—14 for boys, 15 for girls; Alberta—15; British Columbia—14 for boys, 15 for girls (special permits for younger children in fruit and vegetable industry during season). Nova Scotia, New Brunswick, Québec and Manitoba also required birth certificates for employees under 16. Physical examinations were sometimes ordered in Québec as well.

The Women's Educational Federation of Ontario held a conference towards the end of May. A Kingston firm was employing young boys in an effort to defeat the Ontario Minimum Wage, and a resolution was adopted at the conference requesting the provincial government to include boys within the scope of the Act. A resolution was also adopted calling upon the Provincial Department of Education to include proportional representation as a branch of simple mathematics in the curriculum of Ontario schools.

In order to assist the provinces in their efforts to develop adequate training systems for industrial workers, the Dominion Parliament, in 1919, passed the Technical Education Act, setting aside ten million dollars to be expended over a period of ten years.

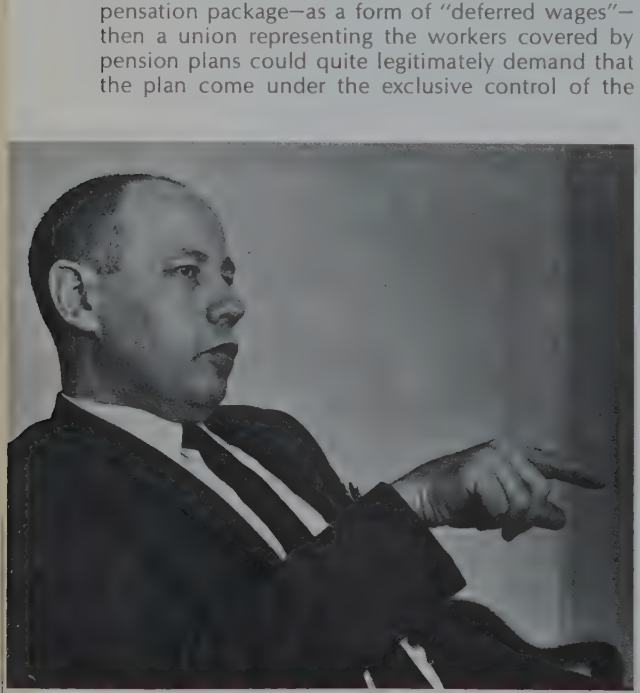
Since training schools for the professions, including teaching, engineering, and nursing, had already been provided by provincial colleges and universities, and special assistance was being given by the Dominion Government to agricultural education, it was agreed to confine grants under the Technical Education Act to vocational education of less than college grade, to fit young people for useful employment in skilled industrial occupations other than agriculture. A list of 13 courses were eligible for grants under the Act. They included, adult evening classes, designed for persons employed during the day to fit them for advancement in their occupations or to train them for other occupations; foremen training courses—organized by training in industry or school for the purpose of improving the efficiency of foremen or for training competent workmen for the position of foreman; and home economics or homemaking courses of secondary grade of at least two years' duration, the purpose of which was to fit a girl for the duties and responsibilities of homemaking.

THE CASE FOR CO-MANAGEMENT OF EMPLOYEE PENSION FUNDS

BY ED FINN

To argue that labour should share in managing pension funds is considered almost revolutionary, not only in company boardrooms, but in many union headquarters as well. The "divine right" of employers to control the administration of private pension funds is only now beginning to be seriously questioned in Canada. It is a challenge that is long overdue.

It would not be revolutionary even to argue that the management of pension plans should be taken out of the hands of employers altogether. If pension monies are looked upon as part of the workers' compensation package—as a form of "deferred wages"—then a union representing the workers covered by pension plans could quite legitimately demand that the plan come under the exclusive control of the union. **For, once put into the pension fund, the tributions made by a company on its employee half, cease to be the company's money.** It bec the employees' money at the time they earn it— the time they receive it. So if a company retain "right" to continuing control of pension funds strictly on the sufferance of the employees and unions.



Despite its validity, however, this is an extreme held as yet by only a few labour Utopians. Mo ceptable—and more attainable at this stage—i moderate position that employees, through unions, should have at least an equal voice i management of their own pension funds. I modest advance could be made in the handli the majority of the 20,000 private pension pla Canada, it would be a giant step forward. At pr relatively few such plans—no more than 500 at m are subject to negotiation with a union, and all handful of those deal exclusively with the imp ment of benefits, leaving the management o funds entirely in company hands.

What is wrong with leaving pension funds to b ministered solely by employers? Can't the trusted to manage the funds in the best intere their employees? The answer is an unequivocal As Jack McArthur, Financial Editor of **The To Star,** charged in his newspaper column, "Too private pension plans are a mess of unethica duct, unsafe investment and unfairly treated em ees." The same conclusion was reached by D Fullerton, a former investment advisor, financia sultant and columnist, now Chairman of the Na Capital Commission, in a series of articles he w few years ago. (He can hardly be accused of pro-labour bias!) Here are his views:

ny pension funds are run by company executives ng professional investment experience. Conflicts terest abound. **Many firms use the buying power eir pension fund to strengthen their business ections; governments use theirs as a convenient oing place for their bond issues.** Few pension s ever expose their income record to public (or employee) view, or apply the most elementary rmance tests. Bad management thus is able to eal its mistakes, hindering corrective action . . .

ugh token employee membership on the board ustees is a step toward democracy, the employr their unions will need to have access to outprofessional help. The right to retain advisors ctuaries equipped to challenge investment perance or actuarial assumptions and calculations therefore be high on the list of employee priordemands.

roving investment performance, however, will little unless some mechanism is established for ating increased yield into higher benefits for reemployees. Most corporate funds are now set that better performance simply allows the pany to reduce its own contribution (sometimes t to zero, with a little juggling around of the acl assumptions).

ther words, **companies tend to regard the manent of the pension fund as just another part of business operations, with all benefits accruing e company and none to the employees**—howarge the employees' own stake in the fund. This ernicious and paternalistic approach, and is perthe strongest of all reasons why employees d have a say in pension fund management. The must be treated as a trust, with employees sharimproved performance. The company obligaan no longer simply be that of undertaking to contractual, set payments to retired employ-

Douglas Fullerton

Statistics on trusteed pension plans compiled by Statistics Canada show that, over the past decade, these funds have averaged a cash income of only 5 per cent a year. In 1970 the managers of trusteed pension funds did a lot of trading in securities. On those securities that were sold at a loss, they lost $99,000,000. On those securities that were sold at a gain, they gained $15,000,000 for a net loss to the funds assets of $84,000,000. During the 11-year period between 1960 and 1970, their trading resulted in a net loss of $8,000,000. This doesn't take into account unrealized gains, which may have been substantial; but the figures suffice to show that many pension funds have been used as a handy dumping ground for the bonds of corporations at an annual return to the worker-contributors over the past 12 years of an average of about 5 per cent. It is not unreasonable to suggest that, had the welfare of the pensioners been uppermost in determining pension fund investments, this rate of return could have been substantially improved.

But the employees' interests will never be a priority in pension plan administration as long as the unions maintain what amounts to a "hands-off" policy on this issue. The federal and provincial governments, of course, could enact more effective legislation to protect pension plan contributors; but there seems to be

lton's criticism of pension fund administration mpanies and governments was inspired in part the revelation at that time that **the pension funds Toronto and Montreal policemen were being put ny into low-yield municipal bonds earning no than 4 per cent interest**—being used, in other , to subsidize these municipalities **instead of invested in high-yield stocks and mortgages to he best possible benefits for the police pen-s.**

no inclination in our legislatures to go beyond the anemic and inadequate pension benefit standards regulations that now exist federally and in four of the 10 provinces. In any case, the improvement of pension fund management, insofar as expertise and judgment are concerned, is not controllable by legislation alone. Good managers can't be created by law.

Canadian unions have been derelict in failing to push for joint-control status in the management of pension funds. Certainly most companies with pension plans covering workers represented by unions have been pleasantly surprised that a strong union push on pensions hasn't materialized before this. Management consulting firms have been predicting every year since the early 1960s that a concerted drive by unions for pension fund co-management was imminent.

The most recent prediction, by the Toronto firm of Towers, Perrin, Forster and Crosby, Limited, is that average fringe benefit costs to Canadian employers, now at about 29 per cent of average gross payrolls, will rise to at least 37 per cent by 1980, largely because of negotiated improvements in pensions. The Toronto consultants foresee rising union pressure to make pension plans non-contributory—that is, to have them fully financed by employers—and to lower retirement age from 65 to 60 with no reduction in pensions, and also to tie pension benefit increases to the rise in the cost of living.

It is to be hoped that this prediction, unlike so many in the past, is borne out by events; but as much as I dislike to undermine the forecasts of management consultants, I must confess that I see no such trend developing. **Most unions, unfortunately, still shy away from a greater involvement in pension plan administration**—or even from placing pension improvements near the top of their bargaining agenda.

Basically, **there are three reasons for this timidity.** First, **most union officers tend to be overawed by pension plan complexities,** and are content to leave such abstruse financial matters to the company's hired experts. Second, **most union leaders don't want to accept the added responsibility that pension negotiations entail.** They have trouble enough, they believe, in satisfying their members' expectations on the bread-and-butter issues of wages, vacations and other major fringe benefits, without taking on the burden of pension fund performance as well

narrower the scope of the negotiations, in shor
less chance of having a proposed settlement pa
turned down by the rank and file. Third, **there**
conflict of interest that pension improvements
erate among union members. Older workers—
cially those over 45—rate pensions much high
their priority list than do younger workers. If,
sometimes necessary, a sacrifice in wages has
made to obtain pension gains, the ensuing disa
ment between younger and older union me
can create serious problems, particularly for
leaders caught in the middle.

It is significant that, **in the last negotiations bet**
the railways and their unions, the CNR and CPR
sion plans were included among the bargainin
sues for the first time—not because the major
rail union leaders put them there voluntarily, bu
cause they were pressured into doing so by the
cals across the country.

It is perhaps no coincidence that the railways'
force has become predominantly middle-aged
to the large-scale displacement of employee
technological and operational changes over the
20 years. Because of their lower seniority statu
younger workers are the first to go. The averag
of CNR employees is now 41, and of CPR empl
43, so there is a proportionately large number in
60s, 50s and 40s to whom the size of their pens
of prime importance.

Whether similar rank-and-file pressure wil
exerted on the leaders of other unions is op
question. As I mentioned before, no trend in th
rection is discernible. But, regardless of wh
unions actually do push for a controlling voi
pensions or not, there are compelling reasons
they should.

The fundamental argument is based on the pr
that pensions are deferred wages, a concept t
now generally accepted and, indeed, is impli
our pension benefit standards legislation, as i
quate as it may be. Proceeding on this premise,
lows that the workers' interest in a pension fu
not established by "long and faithful service" wi

nployer. Their interest is established by reason of e work they perform, and for which they earn their nion credits, so the performance of that work is the employer has a right to expect in return for his ntributions to the pension fund. **Those contribu-n—as they are made—should be an irrevocable yment, no more subject to withdrawal or retrieval anactual cash wage payments or any other part of e workers' total compensation.** The deferred-wage nept, in short, rules out any notion that a pension ans a "grace-and-favour" arrangement that can be ted or manipulated at the whim of the company.

e alidity of this concept applies even to non-con-butory plans. In the sense that the contributions it by the employer have been earned by the em-oyes, it is therefore the latter who actually pay the ll mount of the cost, whether part of it comes into eir hands first or not. In either case, their right to a ic in the control and management of the pension nds as well-founded as it would be if they had set a und entirely through their own resources, out-de the plant and without company participation, in money set aside out of their cash wages.

a matter of fact, one of the alternatives to a union-angement plan based on employer contributions th negotiation of an equivalent amount as an in-crease in current cash pay, and the use of that amount to set up a strictly intra-union pension fund. The only real advantage to bargaining on pensions, in cases where all the terms of the plan depend on employer agreement, is that it relieves the union of many of the administrative difficulties.

The joint union-employer-administered plan also enables the two parties to keep a close check on each other. Just as a pension fund can be mishandled if it is solely in the hands of the employer, so can it be misused if left entirely in the hands of union officers. We have seen a few examples of union-run pension plans being misused by craft unions to bind members to those unions on penalty of losing their pensions; and there have been disclosures of blatant pension fund mismanagement in the Teamsters' and United Mine Workers' unions in the United States. These incidents are not at all typical, nor is there any reason to believe that theft and misuse would occur more frequently if all private pension plans in unionized industries were to be administered solely by the unions. But, on principle, and in the workers' best interests, jointly managed funds would be preferable—provided that the union role is truly that of an equal

partner. **In negotiating a pension plan, a union should have three main objectives:** (1) to ensure that the plan is adequately funded; (2) to obtain an equal voice in its administration; and (3) to ensure that the workers' equity in the plan is fully protected. The overall goal of an adequate retirement income is contingent on the extent to which these three conditions are fulfilled.

Basically, **there are three methods of financing a pension plan:** the so-called **"pay-as-you-go"** approach; **"terminal funding;"** and **"full advance funding."** Without going into each of these in detail, it should be obvious that only the "full advance funding" method ought to be acceptable to a union bargaining on pensions. The other two—now outlawed, incidentally, in most jurisdictions—are fraught with perils and uncertainties. The "pay-as-you-go" type of plan is really not a plan at all. It is little more than an unsupported promise that, if enough money happens to be available at the time a worker retires, then he will start getting a pension. Under this system, the pensions that are promised to workers in the future are regarded not as a present liability but as a cost item to the employer only at the time a pension has to be paid out. In other words, the "pay-as-you-go" method is really an "owe-as-you-go, pay-if-you-can" system. Workers covered by such a plan have no genuine rights in it, as no funds are being accumulated to back up those rights.

The "terminal funding" method is only a slight improvement over "pay-as-you-go." It gives more security to a worker after he retires by creating a fund for him that provides either a life annuity from an insurance company, or a trust fund from which a pension is paid. But, for the worker who hasn't reached retirement age, terminal funding offers no more protection, implying as it does that he has no rights whatever under the plan until he actually retires.

Only full advance funding, therefore, offers adequate protection of employees' pension rights. This is one into which sufficient money is being currently contributed to pay for all of the "future service" credits that are being accrued, plus a portion of the total "past service" liability. Under a fully funded system, the company's obligations are stabilized and easily managed. **The pension fund itself becomes independent of the employing firm and doesn't have to rely on it for its ability to meet all legitimate claims.**

Full funding is not only essential to the plan's
ity; it is also a prerequisite to the negotiatio
vesting provision designed to protect a w
earned pension rights against loss if he quits o
off. A worker can establish an equity, or veste
in a pension plan only to the extent that
funds have been set aside to cover his earned
An unfunded system cannot provide for vest
the simple reason that there is nothing there to

The federal Pension Benefits Standards Ac
equivalent legislation in Quebec, Ontario, Sask
wan and Alberta, offer some protection in a
the solvency of existing pension plans; but thi
lation does not guarantee the full payment
sions. **There are no laws requiring a company**
vide a pension to its employees, or, once
initiated a plan, requiring it to keep the plan in
Many plans that are not negotiated with a u
and even some that are—contain a clause in
the employer reserves the right to terminate th
unilaterally at any time, for what in his o
would be a valid reason. That could include
ing business or other financial problems.

Earlier this year, **The Financial Post** carried a
page story about the discontinuance of two p
plans by Domco Industries Limited of Mo
Domco officials claimed they had to elimina
costs of these plans in order to stay afloat. The
pany's hourly paid employees, covered by
contributory plan, received no pension refund
ried employees received only their own co
tions, without interest; and those already retir
their pensions drastically reduced.

This is the kind of thing that can happen—and
does—under present pension legislation, un
pension plan is jointly administered by a unio
adequately funded. For obvious reasons, no
can afford to leave this responsibility to an em
The rights and interests of employees can be
the necessary protection only if the union is
exercise day-to-day surveillance over the plan
eration. Only through participation in the pla
ministration can the union gain the insight and
rience that it requires to determine
modifications and improvements should be
The actual method of participation will depe
the type and scope of the plan, its coverage, w
it is set up on a fixed-contribution or definite-
basis, and whether it is funded through an ins
company or a trust fund.

a board of trustees is set up to receive the s, supervise their investment, and handle the ent of benefits, **the union should be provided l representation on the board, an equal voice in osing a chairman or any other third party, includ- utside consultants.**

er a definite-benefit insured plan, the adminis- tie details are less complex, but active participa- by the union is nonetheless essential. With in- re plans, administrative detail is probably best nled through a joint union-management pension mittee that acts as a specialized grievance com- tte, interpreting the pension agreement and deal- ith all issues that arise in connection with the tion of the plan, such as eligibility for retire- en and years of service.

a cases, **the agreement should provide that com- et financial and actuarial information on the t and operation of the plan is to be made freely ble to the union.** This will enable the union to close tab on the actual cost of the plan in oper- o and to enter subsequent negotiations with the m factual data at its disposal.

ucial importance is the establishment and pro- tin of workers' earned rights, or equity, in a pen- n plan. **Most existing plans** are seriously deficient th respect. They **do not afford a worker adequate otction against the loss of his pension credits in e vent that he is laid off, fired, or resigns prior to tirement date.** Neither does existing pension gis ation, which provides for full vesting rights only he a worker reaches age 45 and has at least 10 ar of service with the same employer. And this sti- la on applies only to contributions made after the ve ning legislation came into effect.

or in America, a report published recently by a ec l task force to the U.S. Secretary of Health, Ed- at n and Welfare, states that **"perhaps 70 per cent a those employed will never receive a private n on cheque, even though a large percentage ay e employed in firms with pension plans. Such an are so constructed that most workers will not n it from them."** This is a reference to the inade- at or non-existent vesting rights of workers under os private plans in the U.S. The same defect is evi- nt n Canadian plans, as was graphically depicted th CBC public affairs TV program on pensions, ha Wonderful Day When I Reach 65," presented st bruary. In that program, the sorry fate of work- s p rived of their pension rights because of com- ni s going out of business or moving to another location was illustrated with case histories and interviews. It underlined in dramatic fashion the inadequacy of existing pension regulations, particularly in the vital area of vesting.

Even if there is no bankruptcy or business failure, **a worker can lose most of his pension credits simply by being mobile,** by changing jobs before he can obtain vesting rights. If he has no vested rights in the employer's contributions made on his behalf, he forfeits them unless he stays with that employer at least 10 years and reaches age 45. **Plans of this kind serve the interests of management rather than those of the employees.** They offer an employer a cheap means of getting rid of superannuated workers; they give him **an invisible chain to tie workers to their jobs and prevent them from bettering themselves elsehwere.**

To the existing penalty of job loss if a worker gets laid off, a non-vested or inadequately vested plan adds another penalty: the loss of all the pension credits he had earned, or thought he had earned, through work performed in the past. He is thus penalized not only in the present but also retroactively; and this gives the employer a powerful instrument of coercion. **Some unions call it "pension slavery."**

This is the feature that insurance companies tend to emphasize when trying to sell such plans to companies. They don't come right out and say that a plan tied to long-service requirement is a good way for the employer to hold onto his most valuable and experienced workers, at lower wages than he would otherwise have to pay. But what they do say, euphemistically, is that such a plan will "reduce employee turnover," thereby saving the employer more than the plan will cost him. In short, the worker will, through lower wages, buy the chain that ties him to one job; and, in the long run, it won't cost the employer a penny.

Now, **"lower employee turnover" may be a good thing for an individual company, but it isn't good for workers.** Nor is it something that any union should aid in promoting, for **it will inevitably tend to have a depressing effect on wage levels.** Neither is it good for the economy of the country as a whole, which now depends upon a high degree of mobility by the labour force for maximum efficiency.

The Pension Commission of Ontario has recently recommended, in a "green paper," that pension benefits be vested after five years of service instead of 10, and at age 40 instead of 45. This arrangement would undoubtedly be a forward step; but, from a union standpoint, it doesn't go far enough. **Nothing short of full, immediate vesting or portability can be accepted as wholly satisfactory by the labour movement,** although this has to be a long-term objective.

In the short term, some compromise may have to be made, perhaps in the form of a graduated vesting system. **There is little logic and a great deal of injustice in a law or a pension agreement clause under which a worker with 10 years of service obtains full, vested rights to the employer's contributions, while a worker with anything less than 10 years**—even with nine years and 11 months—**has no vested rights.** Under a graduated vesting system, if the service requirement were 10 years, a worker with nine years of service would be entitled to nine tenths of his full pension credits, one with eight years four-fifths, and so on.

This kind of protection of workers' pension rights is attainable now, but only if a private plan is fully negotiable, and only if the union has an equal role in its administration. For a long time to come, apparently, most workers will have to rely on legislated standards—and **more pressure should be directed by unions toward having the existing legislation improved.** Most employers will naturally oppose such amendments; the Canadian Pension Conference has already made a submission to the Pension Commission of Ontario objecting to its modest proposed improvements in the vesting provision, on the grounds that the costs would be prohibitive and that, in any case, an adequate pension can be funded for the average worker in the last 20 years of his working life! (The "average" worker, however, can't really afford the much higher premiums entailed in financing his pension over such a relatively short period.)

It was encouraging to see **The Financial Post** strongly endorse the Ontario proposals. **"If a pension is considered to be a form of deferred pay, why make its payment contingent upon staying with the same employer for a specific length of time?"** the Post asked. It went on to make the following excellent suggestion: "To facilitate the transfer of pension credits from one plan to another when an employee changes jobs, the merits of setting up a central agency to hold such credits and thus ensure portability should be re-examined."

Protection of pensioners' purchasing power a the erosion caused by rising costs of living s **also be a legislative priority.** The federal Goverr has built an escalator clause into the Canada Pe Plan, but only to a maximum of 2 per cent a Very few private pension plans provide eve minimal safeguard against inflationary devaluat pension benefits. The Canadian Railway Labo sociation (CRLA), in its annual brief to the f Cabinet last March, urged that a clause be ado the Pension Benefits Standards Act requiring th pension plans contain minimum escalator provi This is certainly an urgently needed reform, b labour movement cannot rely entirely on go ment initiatives in the pension field.

History shows that, **in most aspects of social se unions have had to set the pace.** Through coll bargaining they have pioneered in setting star in wages, hours of work, vacations, working c tions, safety, and major fringe benefits that ge ments have subsequently used as yardsticks in s ing minimum standards to apply to the non-un well as the unionized workforce. The same p will have to be followed in the vital matter o sions. **The main reason for the inadequacies in sion coverage in Canada can be traced to the f or reluctance of the unions, up to now, to mak sion improvements a priority bargaining issue.**

CRLA brief pointed to another serious drawback isting pension laws: "It is clear from the Act and egulations that the current service funding re- iirements only oblige the employer to make up an nount equal to the difference between the amount ithheld from employees and the amount required meet the estimated cost of benefits in respect of rrent service. Our Association feels that, to be fair d equitable, the Act should set, as minimum stan- rd, a requirement that **the employer must match e employees' contributions on a dollar-for-dollar sis for current service."**

is too, is a reasonable and long-overdue reform; t, n this area as well, the unions have been negli- nt In negotiating on pensions, they have in most se been content to settle for a definite-benefit pe of plan rather than one calling for fixed or a ing contributions by the employer.

he disadvantages of the definite-benefit type of are obvious. Concentration on benefits alone les the employer to claim that what he puts into e an or gets back from the insurance company is concern of the employees. When the union seeks pr ved benefits, the employer will counter that he n' afford the necessary additional costs. He will ak the same claim under a matching contribution ra gement; but, in the latter case, the union will be a uch better position to verify his cost estimates, ecase they are fixed as an integral part of the an funding provisions.

stestimates are always a matter of concern for nio negotiators for here the employer has an ad- nta e. In seeking authority to back up a deliberate ver atement of what a proposed benefit will likely st im, he will find ample support in the innate ns vatism of **most actuaries,** who **are inclined by ai g to overstate pension costs.** Insofar as union g ators are intimidated by such estimates and to challenge them effectively, they will suffer th disadvantages and none of the advantages of e fied-cost approach.

The employer then funds the plan at the same esti- ate cost rate he used for bargaining purposes, he ll, before too long, recoup a substantial share of at ost—a share that might otherwise have gone for gh benefits—in the form of actuarial gains, divi- d or rate credits.

Under a fixed-cost approach, the union admittedly will have to assume a greater degree of responsibility for the adequacy of the funds in relation to the benefits they are to provide. The fund, rather than the employer, will have to absorb the risk of adverse experience. On the other hand, the pension fund itself, and not the employer, will realize the full benefit of all actuarial gains and will get any **dividends or rate credits. These can then be used to increase benefits for the employees, rather than to reduce the employer's costs.**

From the standpoint of negotiations, **the fixed-contribution method simplifies the process of collective bargaining tremendously.** No one has to be an expert to bargain on the simple question of how much money the employer is to put into the fund. Once an agreement has been reached on the amount of the contribution, the benefit levels can be established to fit the limits of the fund, and tailored to the needs and desires of the workers, rather than to the employer's idea as to what would be good for them if it didn't cost too much.

The union can then afford to adopt a more conservative approach to the funding and benefit provisions of the plan. For when the contribution is fixed, more favourable experience than that assumed in setting up the benefit schedule can serve only to increase the fund, making possible later benefit increases.

Despite these obvious advantages of having a fixed, definite contribution by the employer, **most unions in Canada unfortunately continue to opt for the contributory definite-benefit plan, which inflicts most of the cost burden on the employees and enables the employer to skim off all the investment surplus to reduce his own share of the cost, rather than plow it back into the fund to improve pension benefits.**

Canadian unions are even more reluctant to get involved in the actual investment of pension monies, despite overwhelming evidence that most pension funds are not being managed in the best interests of the workers. Even with good management, however, the unions might not be exclusively concerned with

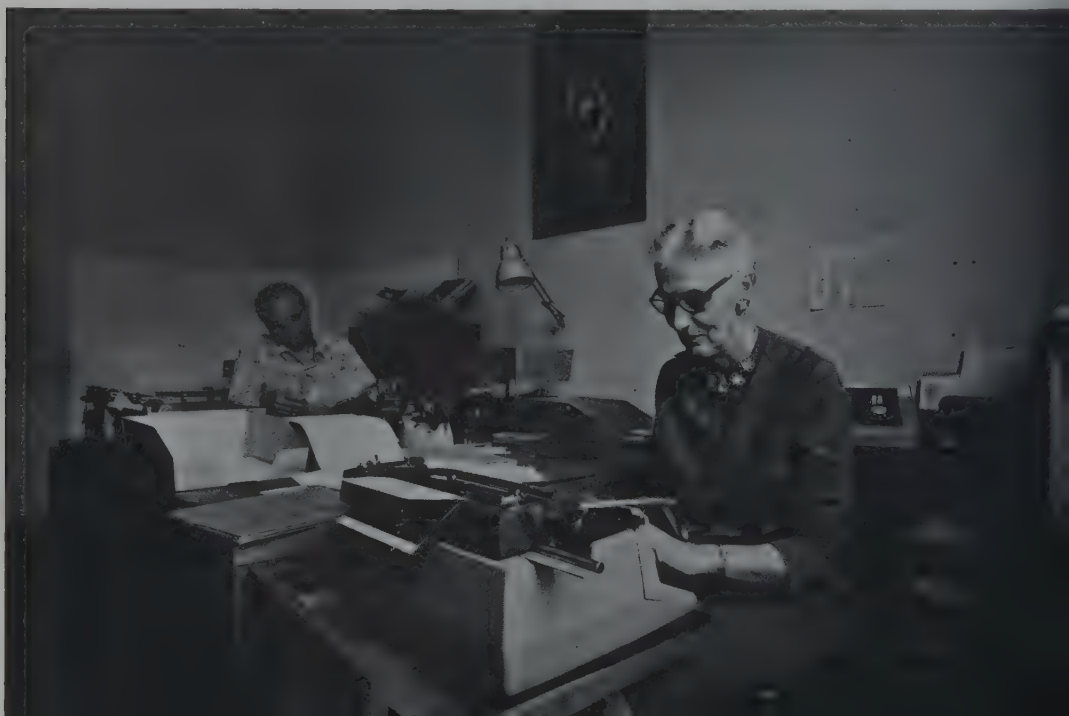
maximizing investment returns. **They might, for instance, wish to direct some of the huge pension fund reserves into residential housing, providing mortgages to contributing employees at a reasonable cost,** instead of having it go into high-rise office buildings and luxury hotels—and, I might add, into the grasp of speculators who use it to acquire land that they then sell to the workers at grossly inflated prices!

Less than 5 per cent of the assets of trusteed pension plans in Canada are invested in NHA-insured mortgages—the type most likely to provide residential housing. **Urban Affairs Minister Ron Basford** deplored this low figure during the presentation of the CLC's annual brief last spring, and he **urged that unions strive to obtain a voice in pension fund investment policies so that more pension money could be channeled into housing.** Even if the proportion could be raised to only 20 per cent, it would provide close to another two billion dollars for this badly needed social purpose.

The argument used against diverting more pension money into housing is that it wouldn't produce maximum returns. But most mortgages today carry interest charges of 9 per cent, so that even if pension-backed mortgages were reduced to 7 per cent, they would still be a better investment and give a higher yield than most pension funds have achieved in recent years. **At today's exorbitant housing prices, a reduction of 2 per cent on a mortgage could en worker to save as much as $30,000 in the purch a home.** How much of an extra pension woul $30,000 buy at his retirement age? How much f would he be able to stretch his pension if, wh retires, he has a fully paid-up home to live in ir of having to pay the same monthly rent out lower retirement income?

These are questions that union members are now beginning to ask themselves. **Some of the imaginative are also asking why the labour m ment can't establish its own mortgage compan** which a portion of the assets of trusteed pe plans would be directed, and which would mortgage loans to contributing employees. Th bour movement in West Germany has been fo ing a similar plan, with great success, for the p years; and several unions in New York have also into pension-financed co-operative housing in way. Canadian unions have yet to raise their that high, in spite of the fact that such a campai their part would garner a great deal of suppor only from their own members but also from politicians, academics, social welfare agencies perhaps even the press.

Another benefit that would accrue from subje all aspects of pension plans to collective barga would be greater diversity and flexibility in me the needs of different age groups of employees.



n of the chief flaws in most contributory pension a is that they are designed to accommodate a ytical "average worker," and thus lack the flexibil- meet individual requirements. **Why, for ex- nple, should premiums be the same for all employ- s overed by a plan, regardless of age differences?** nd estionably their individual total contributions ould add up to the same in the end. But why o dn't younger workers be allowed to pay in pro- rtionately less while they are incurring the heavy nancial responsibilities involved in marrying and sing a family, and proportionately more when they come older and are presumably earning more and ve lower family costs?

is concept, a relatively new one, has been called e "cafeteria approach." It is a response to the adequacies of existing benefit plans, which fail to ognize that the needs of workers vary at different ages of their working lives. We could legitimately get this kind of flexibility to reduce the conflict at now erupts occasionally between older and ounger workers. **No longer would unions have to ose between the needs of different age groups ith their membership** in formulating demands nd negotiating overall contract settlements. ared, a more flexible contribution method would e more difficult to administer, and it would entail mewhat higher costs; but these problems would e more than offset by the advantages to be gained.

ne of the most enthusiastic supporters of the cafe- ria approach is Ontario's Superintendent of Pen- ons J. W. Bentley. He admits that more flexibility ill create more problems in administration, but ids "The obstacles are not insurmountable. We ve the tools and the expertise to make the cafeteria proach feasible, especially in large industries that ve computerized their personnel functions."

o sum up, there are **four main arguments** to support e claim that unions should have at least an equal, if ot controlling, voice in the management of pen- on funds covering their members:

First, the money in such plans, whether they be contributory or non-contributory, belongs to the employees. It is part of their compensation for their labour, and it becomes theirs at the time it is earned, not at the time they receive it. As a "deferred wage," the fund into which it is paid should properly be managed by the union representing the employees, at least on an equal basis with the company.

Second, there is good reason to suspect that many pension funds administered exclusively by employers are not being managed in the best interests of the employees, but rather as a secondary indirect source of profits for the company. A clear conflict of interest arises in having employers run the whole pension show with money that is no longer theirs.

Third, unless the interests of employees are protected by a union, there is no assurance that their pension rights will be safeguarded. With so many plans being inadequately funded, badly invested, and lacking in proper vesting provisions and cost of living escalators, there is a great risk that many workers will never collect the full pension benefits on which they are depending. Only a strong union role in the management of the funds can correct these defects and give employees adequate pension protection.

Fourth, existing pension legislation doesn't go nearly far enough to protect employees' equity in private pension plans, and there is not much likelihood of legislative improvements unless unions take the initiative, both in direct lobbying for reforms, and, more importantly, in setting adequate standards of pension protection through collective bargaining.

The case for a union voice in pension fund management is compelling. The need is great. All that is missing is the unions' resolve to push hard for this expanded role to which they are entitled.

(Ed Finn is Legislation Director of the Canadian Brotherhood of Railway, Transport and General Workers. He has been labour columnist for the **Toronto Daily Star** since May 1968. The opinions expressed in the foregoing article are those of Mr. Finn, and do not necessarily reflect the views or policies of the Canada Department of Labour.)

COMMUNITY HEALTH CENTRES AND THE UNION

BY JIM MACSWEEN

The pain isn't only in the illness these days. Rising health costs are drawing attention from many quarters of Canadian society—government, private organizations, and medical practitioners included. Organized labour, too, is studying the problem; and it claims that closer attention should be paid to one alternative it helped develop—the community health centre.

Supporters of the community-centre approach to health care see in it a means of providing improved community care in addition to controlling the costs of such care. Opponents disagree, contending that although present medicare systems may need revision, community health centres aren't the answer. One point on which there is growing consensus, however, is that the escalation of health costs must be brought under control.

High standards of public health are a much-desired goal—but at what cost to the public? This question is of mounting importance to Canadians, for health costs are increasing at a rate out of all proportion to the population growth.

In 1970, the most recent year for which figures are available, approximately $4,400,000,000 was spent on personal health care in Canada, up 13.2 per cent from the previous year. Between 1964 and 1970, spending on health doubled. These burgeoning costs have been absorbed by the general public since the 1967 Federal Medical Care Act introduced a system of government payment for the major share of medical costs. But costs have not reached their present level of $204.94 per capita without arousing the concern of legislators and public servants.

The search for ways to improve health care at reasonable cost was behind the Report of the Community Health Centre Project: the Hastings Report, presented year to federal and provincial isters of health. Commission the federal Department of H and Welfare and produced committee under the chai ship of Dr. John E. Hasting report recommended "the opment by the provinces, i tual agreement with publi professional groups, of a icant number of comm health centres, as described report, as non-profit cor bodies in a fully integrated service system."

"Community health centres Hastings committee said, "a creasingly seen as an imp means of slowing the rate crease in the cost of healt vices, and for more fully ref the objectives, priorities and tionships that society wish establish for health care in t ture."

The report defined a comm health centre as "a facility,

imtely linked group of facilities, nabling individuals and families o obtain initial and continuing ealth care of high quality. Such ar must be provided in an ac-epable manner through a team f ealth professionals and other ersonnel working in an acces-ibl and well-managed setting. The community health centre iu form part of a responsible nd accountable health services ystm. In turn, the health services au be closely and effectively co-rdinated with the social and re-ate services to help individuals, amies and communities deal with the many-sided problems of i.ng."

Organized labour in Canada, no-abl the Canadian Labour Con-gres is committed to curbing ealth costs and establishing com-unity health centres. At the 1970 onstitutional convention in Ed-monton, CLC delegates passed a esolution supporting the prin-iple of such centres, and this sup-port has been emphasized repeat-edly since then. The 1973 CLC brief to the Government was criti-cal of present health care pro-grams as being "an archaic . . . sys-tem that is incomplete, inefficient and unnecessarily costly." It urged an increase in less expensive con-valescent and chronic care beds, greater use of less expensive health care professionals, and dis-couragement of the "unfair and expensive" fee-for-service system that pays physicians for the num-ber of patients they see.

The brief also endorsed the rec-ommendations of the Hastings re-port concerning establishment of community health centres, and it called on the Government to pro-vide "tangible and meaningful support for the development of consumer-sponsored community health centres that are proving to be an effective instrument for the delivery of a wide variety of high-quality health care, as well as pro-viding the opportunity to control costs."

Unions have done more than merely urge government action in the health services field. Since 1962, a community health centre started by members of the United Steelworkers has operated in Sault Ste. Marie using several of the CLC's operational guidelines. A similar centre, opened as a cen-tennial project by the United Auto Workers, has been serving the St. Catharines area. Community health centres are being devel-oped also under union leadership in London, Ottawa, and Hamilton; and the community clinics estab-lished during the early 1960s in Saskatoon, Regina, and Prince Al-bert were supported by union help in the beginning.

These centres all had a common aim: they were originally formed as co-operatives by people seek-ing better health care than was then available. In the case of the Saskatchewan centres, impetus came from the fear arising out of the doctors strike: afraid of being left without medical care, people banded together, formed the cen-tres, and hired a staff of doctors to care for members of the health centres.

Union members were involved in promoting the Saskatchewan centres, but the organizational work there was shared with groups representing farmers, public service employees, teachers, and other citizens organizations such as cooperatives. The two centres established totally under union direction are in Ontario—one in Sault Ste. Marie and one in St. Catharines. They are basically similar, although they differ slightly in their modes of operation—and future union-generated centres will probably be patterned after them.

In St. Catharines, over 3,800 families from UAW locals 199 and 676 pledged to pay $150 over three years—a $1-a-week checkoff to a credit union. Membership was not restricted solely to UAW members, however, and other families in the community were encouraged to participate in the same financial arrangement. The capital raised covered the initial costs of constructing and equipping a building, while the hiring of administrative, medical, and nonmedical staff was financed by regular health-benefit checkoffs. Extension of services to all members of the community, whether or not they had contributed to founding the centre, was brought about by the introduction of medicare in Ontario. Under medicare, institutions that had formerly served the health needs of members only were to be allowed to bill the Government if those services were extended to the general public.

The St. Catharines centre now employs nine doctors, including a pediatrician, an obstetrician and a surgeon. Other medical personnel include nurses, lab technicians, physiotherapists, an X-ray technician and a public health nurse. In addition to regular health services and assorted other services such as instruction on proper nutrition, the centre offers prenatal classes and lectures on family planning.

The Sault Ste. Marie community health centre, largely provided the pattern for the St. Catharines centre. Organized in 1962, it is the oldest of the union-organized clinics. Although built by members of the United Steelworkers, it had opened its membership to all those who undertook to pay the capital contribution of $135 for a family unit; it was already well established in the community when, with the introduction of medicare, it extended its service to the general public. It now has 38,000 patients on file. The centre started with 13 doctors in 1962 and is expecting to employ 31 by this fall.

The Sault Ste. Marie centre was founded when Steelworker members became dissatisfied with the employee health insurance program that had been negotiated in their contract with Algoma Steel. Many of the employees voted to divert the money they were paying as insurance benefits toward operating a health centre to care for their families, and a centre built and opened to serve who supported it by their bership.

Then, under medicare, the Ste. Marie centre extended it vices to all persons within a fied area—whether or not the contributed to the original c cost of the centre—and the ernment of Ontario agreed t a per capita allotment for registered patient of the c Other persons using the c pay on the regular fee-for-s basis.

When the St. Catharines was founded, one stipulati the arrangement caused prob Under the per capita agree the centre became responsib paying bills incurred by me who used the services of d practising outside the centre centres, but particularly the St. Catharines, faced the pr of having to convince comm members to use the centre's ities, which they were payi

rugh medicare. It was a diffi-
l problem, for two reasons: ad-
rising by medical practitioners
onsidered unethical; and no
e wanted to limit a patient's
t to choose his own doctor.

though the centres are now self-
porting, there are plans to
ge the Government's method
aying the health centres. In-
e of the per capita system, the
es are trying to negotiate
oal" budgeting systems that
a fixed sum of money for a
fite term of operation. The
is that this will enable the
es to plan their operations on
g-term basis and will elimi-
the possibility of unforeseen
nditures arising from medical
ment outside the centres. The
ple for this system has been
y several community health
es in Saskatchewan.

Hastings Task Force studied
ructure and operational costs
the Sault Ste. Marie community
h centre before recommend-
as a model for slowing down
ate of inflation in health
st

ugh the union centres do
t kactly fit the concept of com-
ity health centres as defined
the Hastings Report, they come
se to performing the functions
tlied in the Report than do
existing medical facilities.

n understanding of the ad-
ges they claim, it is necessary
lok at several of their impor-
features. Undoubtedly the
striking is elimination of the
e-or-service basis of paying
dal staff. All doctors, nurses
support staff are paid an
nt predetermined by nego-
ns between doctors and the
nistrators of the centre—an
nt that bears no relation to
mber of patients seen in a
or to the type of treatment
hey receive.

Supporters of the community centres claim that this system does away with the pressures that compel a doctor to see a maximum number of patients in a day. Under the salary system he has more freedom to spend longer with those patients needing extra care, without the attendant worry over loss of income.

A second interesting aspect is the way the centres incorporate many different services under one roof. Laboratory, X-ray, physiotherapy, minor surgery and other facilities are centralized; and specialists in several branches of medicine are immediately available for referrals or consultation. As well as offering this variety of services, the centres provide round-the-clock medical care, because they are either open or employ doctors who are on call at all times on a rotating basis.

Proponents say that, compared with the alternative of an individual doctor's practice, group practice improves the quality of health care by having a number of doctors on hand to provide opinions on a case. By centralizing the equipment necessary for diagnosis and treatment of most illnesses, treatment time is saved, as the work does not have to be sent outside the building.

Direct patient participation is a third characteristic of the centres that is absent in most hospitals, doctor-operated clinics, or the individual doctor's practice. Centres are managed by a board of directors elected at an annual meeting of the members. Both the operation of the centres and their services are influenced by the community members whom they serve. The only part of the operation that is beyond the members' control is the actual medical treatment given. Doctors working in the clinic have complete jurisdiction in this area, and are free from interference even from the centres administrators.

Many observers see in the community health centres a possible means of controlling health-care costs through their system of advance budgeting. The CLC made this point in its brief to the Hastings committee. It suggested that "if community health centres were to receive the support of the public authority in development, capital and operating costs, they would be able to demonstrate more clearly their ability to reduce significantly the rate of escalation in costs by reducing hospital bed utilization, eliminating individual practice, more rationally using medical personnel and facilities, emphasizing preventive care, and eliminating the fee-for-service method of payment."

The CLC claimed that reduced hospital utilization would result from the provision of a "one-door service" that would not force people to go into hospital for specialist services as they now must do. The patient would be saved the hidden overhead expenses, such as rent and equipment, that now inflate costs in the individual type of health care.

Better use of doctors, nurses, and other medical staff is possible in the community health centre system, says the CLC, thereby eliminating wasteful use of expensive resources. As an example, the brief

pointed to the poor use now being made of emergency departments in hospitals. Preventive care like that provided through annual medical checkups is also possible, it claims. The system of fee-for-service makes preventive medicine difficult for physicians to bill for, but the salary system of the centres removes the need for billing on an individual-case basis.

The claims made on behalf of community health centres are not universally accepted, and one of the difficulties in assessing their value is the lack of complete statistics that would indicate their benefit to a community over a long period of time. One point of debate is whether health centres will, in fact, result in lower hospitalization rates. Dr. A. P. Ruderman, a member of the Hastings committee, said in his appendix to the Report: "Community health centres certainly can result in lower hospitalization costs, with attendant savings for the health-care system; whether they will do so as a general matter depends as much on the financial and administrative rules, and on the education of the practitioners involved, as on the absence of counter-incentives embodied in the fee structure under fee-for-service payment, or at least on the presence of some countervailing positive incentive for fee-for-service practitioners to hospitalize fewer patients."

The latter part of this statement by Ruderman refers to several features of the present medicare system that encourage unnecessary hospitalization. An example would be a case in which a patient must be hospitalized, on a doctor's referral, for certain dental operations in order to receive medicare coverage, although such operations do not require much time and can be performed with the facilities available in a doctor's office. Otherwise, the full c borne by the patient.

The problem is that, althoug personally cheaper for the p to be in a hospital, the actua is much higher, and this b falls on the taxpayer. Ther similar instances in which a cian will prefer to hav patients hospitalized in ord receive higher fee-for-servic ments, even though h talization may not be nece With the cost of active-care h tal beds as high as it is ($82 at Ottawa's Civic Hospital, (f ample), health-care costs m mushrooming because of u essary use of hospital facilitie

Dr. N. P. DaSylva of the Can Medical Association warns a rushing to adopt the comm health centre concept as a cu for higher costs. Many of to higher costs are attributab factors other than a faulty s

Medicare, he says, although there is room for improvement in the system. Non-medical labour costs have risen sharply in hospitals during the past few years, largely because of unionization among hospital workers, he points out, and these increases have affected the cost of health care. Another factor inflating costs has been the advances in medical treatment, DaSylva adds; more sophisticated equipment and procedures have improved health care, but they have also increased expenses.

DaSylva readily admits that the fee-for-service system of paying doctors has its faults, but he questions whether its abolition would save money. Removal of the financial incentive that encourages doctors to see as many patients as possible might erase any savings in the salary system. And although the present set-up may result in many patients receiving only summary attention, the salary system might result in doctors seeing far fewer patients than they are capable of treating.

DaSylva further questions whether hospitalization rates are, in fact, affected by the presence of a centre in the community. Although earlier figures used by the Hastings committee indicated a lower hospitalization rate in communities where there is a centre, DaSylva claims that more recent figures reveal that there is no significant difference compared with communities that have only doctor-run clinics or individual practices.

One aspect of the community health centre system that concerns many doctors is the possible depersonalization of health care if the right result if a patient is assigned to a doctor, rather than being permitted to make a choice. F. H. Griffiths, administrator of the Sault Ste. Marie community health centre, says that such fears are unfounded. Patients retain the freedom to choose their doctor, he says, either by going outside the centre or by specifying preference for a doctor within the centre.

Controversy over the community health centre concept will undoubtedly continue for some time, but approval by the Canadian Medical Association, the Canadian Hospital Association, and the Canadian Nurses' Association of the major recommendations of the Hastings Report has demonstrated that the medical profession is receptive to possible changes in the present system of health care.

One matter of concern is professional autonomy within the community health centre system. As Dr. J. G. Stapleton, a Hamilton radiologist, said in a letter to the Canadian Medical Association Journal: "The major problems would lie in the areas of regional administration, and role definition for the variety of personnel involved. I believe that physicians would be much less alarmed at the prospective demise of the fee-for-service system than they are by the fear of frustration by a ponderous multilevel bureaucracy."

Whether community health centres will generally lower hospitalization rates is still uncertain, but is this to be the only indicator of their value? Another question that has been asked in several quarters following release of the Hastings Report is: Even if the centres don't reduce costs, is it not possible that they justify themselves through round-the-clock availability and improvement of health care for their communities?

The CLC is pressing for acceptance of the concept and has formed CHADFOC (Community Health Associations Development Foundation of Canada) to provide a national organization to help establish new centres. It has also applied for a national health grant to extend funds for the development of new centres. Co-sponsorship of CHADFOC is being sought by the CLC from the Co-operatives' Union of Canada, the Consumers' Association of Canada, and Canadian church organizations. Projected plans call for existing centres to join the national organization. Industrial sponsors would presumably be able to gradually phase out their financial support.

To a large extent, the future of community health centres is dependent on the actions of provincial and federal health departments. None of the centres now operating were opened after the introduction of medicare, and government encouragement and incentive may be needed if future centres are to be established. For this reason, many supporters hope for adoption of those Hastings recommendations that would encourage health centres.

What action the federal and provincial governments will take is uncertain, but many people in the health services field are waiting for a statement on the future direction of health service provisions.

PRICE INDEXES

CONSUMER, FEBRUARY

The consumer price index (1961 = 100) advanced 0.6 per cent to 145.3 in February from 144.5 in January and reflects prices in effect just prior to the recent budget measures. Food prices, which rose 1.1 per cent, were the major contributors to the increase. The level of prices for all-items other than food rose 0.4 per cent, mainly because of a 0.7 per cent advance in the housing index. Other components recording increases were health and personal care 0.6 per cent, recreation and reading 0.4 per cent, tobacco and alcohol 0.3 per cent, and transportation 0.3 per cent. There was a decline of 0.2 per cent in the clothing index. Between February 1972 and February 1973 the all-items index advanced 5.8 per cent.

The food index rose 1.1 per cent to 151.6 in February from 150.0 in January, and was 10.2 per cent higher than a year ago. In the latest month, restaurant meal prices rose 1.6 per cent, and were 9.3 per cent higher than a year ago. The price level of food consumed at home increased 1.0 per cent mainly because of higher prices for beef 4.5 per cent, pork 6.1 per cent, and poultry 3.5 per cent. Since February 1972, the meat, fish and poultry index advanced nearly 17 per cent, with pork prices increasing, on average, more than 26 per cent. In the latest month, the fruit index rose 3.0 per cent as higher prices were registered for most fresh, canned and frozen varieties. The vegetable index declined 1.7 per cent because of lower prices for such items as tomatoes and lettuce. Since February 1972, the fruit and vegetable indexes advanced 10.2 per cent and 9.3 per cent. In the latest month, egg prices declined 0.7 per cent leaving the egg index more than 40 per cent above its level of a year ago. Between January and February, the price of fresh milk rose 0.5 per cent as higher quotations were registered in Vancouver and Victoria, in several Ontario cities, and in St. John's, Nfld. Cheese and ice cream prices declined. The bakery and cereal products index rose 0.4 per cent as most baked goods, including bread, registered increases. Among other foodstuffs, sugar prices remained stable for the fourth consecutive month; soft drinks advanced nearly 3 per cent; peanut butter increased 2.5 per cent, tea bags declined nearly 2 per cent. Since February 1972, the food index advanced 10.2 per cent.

The housing index rose 0.7 per cent to 149.0 from 148.0 because of increases of 0.7 per cent in the shelter component and 0.6 per cent in the household operation component; it was 5.7 p higher than a year ago. Wit shelter component, the ownership element advan per cent mainly because o dwelling insurance rates in cities and an increase in t houses index. Rents advan per cent. Main reasons for crease in the household ations component were in fuel oil prices and higher hold effects insurance rat number of centres. Hou textiles prices rose 0.8 p with increased quotatio most items, particularly v blankets and curtains. Fu prices declined 0.2 per cent because of scattered sales room suites and matt Among other household ation items, glassware, dish pets, and most cleaning s prices were higher; scourin der and light bulb quotatio lower.

The clothing index decrea per cent to 134.4 from mainly because of a 0.9 p decline in the men's wear nent. It was 3.5 per cent al level of a year ago. Seaso prices on suits, ski parka coats and business shirts w sponsible for the decline men's wear index; higher were recorded for slacks, to undershirts and pyjamas. T dren's wear component d 0.2 per cent as sale prices o parkas and shirts, and dresses, outweighed som advances for girls' hosiery fants' diapers. The women index rose 0.1 per cent bec higher prices for girdles a jamas. Footwear quotation unchanged.

The transportation index per cent to 133.5 from 133 creases in the automobil ations and local transp elements outweighed a s

ine in the train fares index. ner gasoline prices and in- sed automobile insurance in Edmonton, were respon- for an increase of 0.2 per cent e automobile operation com- ent. The local transportation ent also rose 0.2 per cent be- e of increases in local transit s and increased taxi fares. e February 1972 the trans- ation index rose 0.9 per cent.

health and personal care in- advanced 0.6 per cent to 152.8 151.9 because of an increase .7 per cent in the personal and 0.5 per cent in the health components. The personal increase resulted from a 1.1 ent increase in the personal service charges due to higher s for men's haircuts and len's hairdressing charges in al cities. Personal care sup- prices rose 0.2 per cent be- of higher quotations for brushes, sanitary napkins, cream and cleansing tissues. ealth care increases reflected r cent higher pharmaceutical s. Between February 1972 and ary 1973, the health and per- care index rose 3.8 per cent.

ecreation and reading index 0.4 per cent to 142.1 from and it was 2.9 per cent e its level of a year ago. r motion picture admission s in many cities and in- d newspaper subscription in Montreal outweighed lower camera film (includ- rocessing) prices, and were nsible for the January-Febru- 73 increase.

obacco and alcohol index 0.3 per cent to 35.7 from An advance of 0.6 per cent tobacco products prices re- d higher cigarette quotations

in several cities. Some increased liquor prices in Nova Scotia and Manitoba moved the alcoholic beverages element up 0.1 per cent. Between February 1972 and February 1973, the tobacco and alcohol index increased 4.7 per cent.

Consumer price movements, classified by commodities and services, give another view of the incidence of the change in prices. The services index advanced 0.5 per cent between January and February because of higher household and automobile insurance rates, increased prices for theatre admission, men's haircuts and women's hairdressing and higher taxi and local transit fares. The total commodities index advanced 0.6 per cent because of a rise of 1.1 per cent in food prices. Prices for non-durable commodities other than food advanced 0.4 per cent as increased quotations for fuel oil, gasoline, tobacco products, pharmaceuticals, toiletries, cleaning supplies and alcoholic beverages outweighed reduced clothing prices. The durables index was unchanged. Between February 1972 and February 1973 commodities prices advanced 5.9 per cent and the services index increased 5.7 per cent.

CITY CONSUMER, FEBRUARY

The consumer price index (1961=100) rose in all regional cities and city-combinations between January and February. Increases ranged from 0.1 per cent in Halifax to 1.2 per cent in St. John's, Nfld. Food indexes advanced in all cities, reflecting higher prices for most meat and poultry, fresh fruit, many fresh vegetables, canned goods and restaurant meals. Lower prices were recorded in most cities for tomatoes, lettuce, bananas, macaroni and cake mix. Housing components rose in all cities and city combinations except Edmonton-Calgary, where it was unchanged. The increase in the

housing component was in response to higher rents and household effects insurance rates, increased prices for fuel oil and some home-furnishings. The health and personal care components rose in 11 cities reflecting higher prices for pharmaceuticals and personal care supplies and increased ladies' hairdressing charges. Recreation and reading indexes rose in 10 cities because of higher motion picture admission charges in many centres and increased newspaper subscription rates in Montreal. The components for clothing, transportation and tobacco and alcohol registered mixed movements.

Regional consumer price index point changes between January and February were: On the base 1961=100: St. John's +1.6 to 134.9; Vancouver +1.0 to 136.2; Montreal +0.9 to 135.7; Saskatoon-Regina +0.9 to 132.2; Ottawa +0.7 to 140.9; Winnipeg +0.7 to 138.2; Saint John +0.6 to 135.2; Edmonton-Calgary +0.5 to 137.6; Toronto +0.3 to 139.7; Halifax +0.2 to 134.8. On the base 1969=100: Quebec City +0.9 to 110.5; Thunder Bay +0.3 to 111.2.

City indexes are not as comprehensive in price content as the Canada consumer price index and may underestimate slightly the degree of price movements occurring. In this connection, the shelter component of the city index moves on the basis of changes in rents only; changes in both rents and home-ownership costs are included in the Canada index. Because home-ownership costs have increased more rapidly than rents, the housing and all-items indexes for cities have tended to underestimate a little the rates of price increase, particularly over long periods. Statistics Canada may ultimately incorporate home-ownership prices in city indexes.

WHOLESALE, FEBRUARY

The general wholesale price index (1935-39=100) rose 1.9 per cent in February to 342.9 from 336.4 in January. It was 13.6 per cent higher than the February 1972 index of 301.8. All eight major group indexes advanced. The non-ferrous metals products group index rose 3.7 per cent in February to 288.7 from 278.4 on increased prices for silver, tin, copper and its products, and lead. An advance of 3.2 per cent to 416.5 from 403.7 in the animal products group index reflected price increases for livestock, fresh and cured meats, and hides and skins. Higher prices for fir, hardwoods, hemlock and newsprint were chiefly responsible for a rise of 2.4 per cent to 489.3 from 477.9 in the wood products group index. An advance of 1.5 per cent to 296.4 from 292.0 in the textile products group index reflected price increases for imported raw wool, miscellaneous cotton products and worsted and wool cloth. The iron products group index moved up 1.2 per cent to 342.9 from 338.8 on higher prices for scrap and pig iron. An increase of 1.0 per cent to 291.3 from 288.4 occurred in the vegetable products group index on higher prices for livestock and poultry feeds, fresh and dried fruits and grains. Slight advances were recorded in the non-metallic minerals group index to 241.5 from 241.1 and in the chemical products group to 250.4 from 250.1.

CONSUMER, MARCH

The consumer price index (1961=100) rose 0.3 per cent to 145.7 in March from 145.3 in February and was 6.0 per cent higher than in March 1972. Increases in food prices, 0.4 per cent, and housing, 0.3 per cent, were mainly responsible for the advance in the latest month. The level of prices for all-items other than food was 0.2 per cent higher. The portation, recreation and components rose 0.3 per ce the clothing and tobacco cohol indexes advanced cent. There was no change health and personal care el Between March 1972 and 1973, the all-items index ad 6.0 per cent.

The food index rose 0.4 per 152.2 from 151.6. The foo sumed at home and the res meal components advanc per cent. Among home-con foods, although prices fo and for some grocery ite clined, most major comp continued to advance. The for meat, fish and poultry per cent because of incre 3.0 per cent in pork and cent in poultry prices; beef rose 1.0 per cent. Since 1972, the meat, fish and pou dex increased more than cent, with the price of pork on average, more than 27 pe poultry more than 20 per ce beef 14 per cent. In the month, fruit prices increas average 3.0 per cent des small decline in the price nanas. Higher prices for vegetables, except tomato carrots, were responsible fo per cent increase in the veg index. Egg prices declined cent between February and but were still 47 per cent their level of a year earlier. latest month, the price o milk rose 0.4 per cent as quotations were registered number of centres. The and cereal products ind creased 0.4 per cent as pri most baked goods, inc bread, advanced. Price d

e recorded for a number of
er items. Soft drinks, from
ch the federal sales tax was re-
ly removed, declined more
5 per cent as price decreases
effect in most centres across
country. Coffee and tea prices
were lower in March, as were
es for sugar, jelly powder and
colate bars. In the months
e March 1972, the food index
nced 11.0 per cent with the
e of food consumed at home
g 11.3 per cent and that for
urant meals 9.6 per cent.

housing index rose 0.3 per
to 149.5 from 149.0 because
creases of 0.4 per cent in shel-
nd 0.2 per cent in household
ation. Under the shelter ele-
t, home-ownership moved up
er cent because of increases
e indexes for new houses and
e-owner repairs; rents ad-
ed 0.1 per cent. Among
ehold operation items, elec-
y rates increased in Sudbury
Edmonton, and telephone
es also rose in Edmonton.
iture prices advanced 0.2 per
as higher quotations for mat-
s and bedroom and dinette
s outweighed sales on living
suites and kitchen sets. Ap-
ce prices increased 0.4 per
as higher quotations for sev-
items, including sewing ma-
s and electric irons, out-
hed lower sale prices on
s, such as automatic dryers
lectric frying pans. There was
crease of 0.8 per cent in
ehold textiles prices and the
for floor coverings dropped
r cent. Dishes and a number
eaning supplies registered
scattered price increases; light bulbs and toilet paper were lower in price. Between March 1972 and March 1973, the housing index advanced 5.9 per cent.

The clothing index advanced 0.1 per cent to 134.5 from 134.4 as higher prices for men's wear and for clothing services outweighed lower prices for children's clothing and footwear. An increase of 1.7 per cent in the men's wear index reflected higher quotations for many items including suits, shirts, underwear and socks. Clothing service charges advanced 2.0 per cent because of higher prices for laundry, dry cleaning and shoe repairs. Lesser advances of 0.8 per cent for piece goods and 0.2 per cent for women's wear, were registered. Children's wear prices decreased by 4.2 per cent and children's footwear 3.4 per cent, reflecting reductions in a number of retail outlets following removal of the federal sales tax on children's garments and children's shoes. Between March 1972 and March 1973, the clothing index rose 3.3 per cent.

The transportation index rose 0.3 per cent to 133.9 from 133.5 because of a 0.3 per cent increase in the automobile operation component. Although new car prices declined slightly, automobile repair and lubrication charges, as well as battery prices, advanced in most cities surveyed. Car licensing fees moved up in Ontario. On the other hand, sales in a number of cities were responsible for a decrease of 4.5 per cent in tire prices. The local transportation index rose 0.3 per cent because of higher local bus fares in Halifax, Sherbrooke, Windsor and Regina, as well as increased taxi fares in Regina. The transportation index was 0.8 per cent higher than a year ago.

The health and personal care index was unchanged from its previous month's level of 152.8 and was 3.7 per cent above its level of March 1972. In the latest month, pharmaceutical prices rose slightly, reflecting higher quotations for medicines. Among items of personal care supplies, higher prices for toilet soap, toothbrushes, cleansing tissues and sanitary napkins were offset by reductions for toothpaste, razor blades, face powder and shaving cream.

The recreation and reading index rose 0.3 per cent to 142.5 from 142.1 mainly because of an advance of 0.4 per cent in the recreation element as higher prices for bicycles, television repairs, toys and camera film (including processing) outweighed lower quotations for stereo combinations and television sets. The reading index was slightly higher because of increased newspaper subscription rates in St. John's. Between March 1972 and March 1973, the recreation and reading index increased 3.0 per cent.

The tobacco and alcohol index advanced 0.1 per cent to 135.8 from 135.7 reflecting higher prices in Saskatchewan for cigarettes. The tobacco and alcohol index was 4.8 per cent above its level of a year ago.

The services index advanced 0.5 per cent in March mainly because of higher charges for shelter services, clothing services, automobile repairs and chassis lubrication, and television repairs, increased local transit and taxi fares and telephone rates. The total commodities index increased 0.1 per cent because of an increase of 0.4 per cent in food prices. The index for non-durable commodities, other than food, rose 0.1 per cent as higher prices for adults' clothing, toys, camera film, cigarettes, drugs and household cleaning supplies outweighed reductions for children's clothing. A decrease of 0.2 per cent in the durables component resulted from lower quotations for some electrical appliances, especially television sets and stereo combinations, floor coverings, automobile tires and new cars outweighing higher prices for automobile batteries, bicycles, and furniture. Between March 1972 and March 1973, the total commodities index advanced 6.1 per cent and the services component increased 5.8 per cent.

CITY CONSUMER, MARCH

Between February and March, consumer price indexes rose in ten regional cities and city-combinations, declined in one and were unchanged in one. The movements ranged from a decline of 0.1 per cent in Thunder Bay and Winnipeg, reflecting higher prices for most meat, fish and poultry, many fresh produce items and bakery products. Restaurant meal prices registered increases in many of the centres surveyed. Eggs, tomatoes, carrots, bananas, margarine and soft drinks were lower in price. Housing components rose in all cities and city-combinations except Québec and Toronto where marginal declines were recorded.

The increases reflected higher prices for some furniture and appliance items, textiles and household supplies. Clothing indexes declined in six cities and city-combinations, rose in five and were unchanged in one. Children's wear, including shoes, were generally lower in price reflecting reductions in a number of retail outlets following removal of the federal sales tax on these items. Higher prices for men's suits, shirts and shoes, and increased charges for laundry, dry cleaning and shoe repairs were registered in all cities surveyed. Transportation components rose in eight cities and city combinations and decreased in four. Automobile maintenance and repair charges were higher. The price of tires was lower in most cities. The tobacco and alcohol components were unchanged in all centres except in Saskatoon-Regina. Here a 1.2 per cent increase reflected higher cigarette and beer prices. The health and personal care and the recreation and reading indexes registered mixed movements across the country.

City indexes are not as co hensive in price content a Canada consumer price inde may underestimate slightly th gree of price movement curring. In this connection shelter component of the c dexes moves on the bas changes in rents only; chan both rents and home-own costs are included in the C index. Because of home- ership costs having incr more rapidly than rents, the ing and all-items indexes for have tended to underest somewhat the rates of pric crease, particularly over long ods. Statistics Canada may u tely incorporate home-own prices in city indexes.

Regional consumer price point changes between Feb and March were: On the 1961=100: Vancouver +1 137.2; St. John's +.8 to 135.7; fax +.8 to 135.6; Edmonton gary +.5 to 138.1; Toronto + 140.1; Saskatoon-Regina + 132.6; Saint John +.3 to 135. tawa +.3 to 141.2; Montreal + 135.8; Winnipeg 138.2 changed). On the base 1969 Québec City +.3 to 110.8; der Bay −.1 to 111.1.

ABOUR LEGISLATION IN 1972

T 5: HUMAN RIGHTS

SHARON A. GILLEAN

prtant changes were made rig the year in the human h legislation of Alberta, Nova a, Ontario and Saskatchewan. **bta and Saskatchewan both alished a Human Rights Com- sion, bringing to a total of e the number of provinces have such Commissions** (the es are Manitoba, New Bruns- ck Nova Scotia, Ontario and tish Columbia).

Scotia became the ninth vince to add sex to the grounds which discrimination is prohib- d Alberta now prohibits discrimination in membership of professional associations and business or trade associations, thus following suit on legislation previously enacted in Nova Scotia, New Brunswick and Manitoba, and in Ontario for self-governing professions.

Saskatchewan amended its human rights legislation and enacted an Ombudsman Act similar in principle to the existing Acts in six other provinces. The powers of the Ontario Human Rights Commission have been increased, and the provisions and coverage of the entire Human Rights Code have been broadened. Alberta enacted the Individual's Rights Protection Act (which replaces the Human Rights Act) and the Alberta Bill of Rights.

ALBERTA

The Alberta Individual's Rights Protection Act has as its primary object the protection of an individual from discriminatory acts and practices by his fellow citizens. This Act, which was proclaimed in force January 1, 1973, replaces the Human Rights Act, while incorporating many of its provisions and making significant additions and changes—most notably the creation of the Alberta Human Rights Commission.

The new Act continues the prohibition against discrimination on the basis of race, religious beliefs, colour, ancestry, place of origin, age (40-65), sex and marital status.

The Individual's Rights Protection Act prohibits notices, signs, symbols, emblems or other representations that indicate discrimination or an intention to discriminate. This new prohibition, however, does not apply to notices identifying facilities customarily used by one sex or indicating a purpose or membership qualification of a non-profit organization composed exclusively or primarily of persons having the same political or religious beliefs, ancestry or place of origin, or displaying or publishing application forms or advertisements based on a bona fide occupational requirement, if such notices are not derogatory, offensive or otherwise improper.

The Human Rights Act prohibited discriminatory practices in any accommodation "to which the public is customarily admitted." That prohibition is now extended to any accommodation "customarily available to the public." The prohibition against discriminatory practices in renting accommodation is broadened from a building with three or more dwelling units to include any commercial unit or self-contained dwelling unit.

The equal pay provisions are transferred from the Alberta Labour Act to the Individual's Rights Protection Act. As previously, discrimination in the rates of pay for male and female employees employed by the same employer for similar or substantially similar work is prohibited.

The Human Rights Act protected all complainants and persons participating in proceedings under the Act from reprisals including eviction, discharge, suspension and expulsion. The new Act expands this protection to include intimidation, coercion, and imposition of any pecuniary or other penalty.

As it was previously, the employment prohibition relating to age does not affect the operation of bona fide retirement or pension plans, or the terms or conditions of bona fide group or employee insurance plans. Under the new Act, the employment prohibition relating to marital status also does not affect such items.

The employment prohibition relating to race, religious beliefs, colour, sex, marital status, age, ancestry and place of origin, as under the previous Act, does not apply to a refusal, limitation, specification or preference based on a bona fide occupational requirement, nor, as previously, does it apply to a domestic in a private home.

The new Act further excludes from this prohibition a farm employee who lives in the private home of the farmer who employs him. Under the Individual's Rights Protection Act, however, non-profit organizations are no longer excluded.

The prohibition against discrimination in membership has been extended to occupational associations as well as trade unions and employers' organizations. An occupational association is defined as "any organization other than a trade union or employers' organization in which membership is a prerequisite to carrying on any trade, occupation or profession."

The Lieutenant Governor in C
cil is authorized to make
lations requiring that provi
municipal, school and ho
contracts classified in the
lations contain provisions fo
purpose of observing, as f
possible, the provisions of the

**The Individual's Rights Prote
Act establishes the Alberta Hu
Rights Commission,** whose m
bers are appointed by the Lie
ant Governor in Council and
are responsible to the Minist
the administration of the Act
Commission also has an ed
tional role. At the end of
year, it is required to submit
port to the Minister who, in
is required to place it befor
Legislative Assembly.

**The Commission is empow
not only to act upon receipt
complaint, but also when i
lieves a complaint exists.** In
case, the Commission is to n
in writing, the party against w
the complaint is made of its i
tion to investigate. If the
plaint is without merit, the
mission may dismiss it at any
of the proceedings. The aggr
person must file a complaint
the Commission within six m
of the alleged contraventic
the Act.

If a complaint is not settled b
Commission, the matter m
referred, upon the recomm
tion of the Commission,
board of inquiry appointed b
Minister. This board is requir
give all parties concerned th
portunity to be represente
counsel, present evidence
make submissions. As previ
the board is required to
within 14 days, or longer wit
Minister's approval its findi
the Commission and to re
mend a course of action if it
that the Act has been co
vened.

ter 30 days, a settlement can-
pe effected, the matter is to be
red to the Attorney General,
may apply within 30 days to
Supreme Court of Alberta for
rder. The judge shall hold a
inquiry and may confirm, re-
or vary the findings and rec-
mendations of the board, and
make an order directing the
on against whom the finding
made to: (1) cease the contra-
on complained of; (2) refrain
te future from committing the
or any similar contravention;
make available the rights, op-
unities or privileges that a per-
was denied by discrimination;
mpensate a person discrimi-
d against for all and any
gs or income lost or expenses
red; (5) take such other ac-
as the judge considers proper
ace the person discriminated
st in the position he would
been in but for the contra-
on; and (6) pay a fine of not
than $200 for individuals and
00 for corporations, trade
s, employers' organizations,
oyment agencies or occupa-
l associations.

r party may appeal the
's findings to the Supreme
. **Proceedings under this Act**
be instituted against trade
s, employers' organizations
occupational associations.
the Ombudsman Act applies
e activities of the Commis-
and every board of inquiry
nted under this Act.

the Human Rights Act, the
cedures were much the same,
et that inquiries were made
upon receipt by the Admini-
of a complaint in writing;
Minister could issue any order
nsidered necessary to imple-
the recommendations of the board of inquiry; only the person against whom findings were made, and not the complainant, could appeal the board's finding to the court; and the court could only confirm, reverse or vary the findings and recommendations of the board of inquiry.

The Alberta Bill of Rights is intended to protect individuals from the power of the state to make laws having discriminatory aspects. It is similar to the Canadian Bill of Rights and the Saskatchewan Bill of Rights.

NOVA SCOTIA

Nova Scotia's Human Rights Act was amended, effective September 1, 1972, to prohibit discrimination on the grounds of sex in—(1) employment, (2) conditions of employment or continuing employment, and (3) the use of application forms or job advertisements—unless there is a bona fide occupational qualification based on sex. Employment agencies are forbidden to discriminate on the basis of sex or to accept discriminatory inquiries from employers. In addition, trade unions, professional, business and trade associations and volunteer public service organizations are forbidden to discriminate on the basis of sex in membership.

Sex discrimination is prohibited also in public accommodation, rental or commercial and self-contained dwelling units, and transfer of property or interest in property. Previous to these amendments, discrimination was prohibited in all the above areas on the grounds of race, religion, creed, colour, and ethnic or national origin.

ONTARIO

The Ontario Human Rights Code was amended, effective June 30, 1972. Among other changes, the amending Act incorporates into the Code certain prohibitions previously dealt with by the Women's Equal Employment Opportunity Act and the Age Discrimination Act.

The provisions governing discrimination in employment, advertising for employment purposes, application for employment, and employment agencies **have been extensively broadened,** in many instances following the example of the Women's Equal Employment Opportunity Act; and the scope of the entire Code has been widened by adding sex and marital status as prohibited grounds. **Prohibitions against discrimination have been extended to self-governing professions.**

Under the new provisions, no person shall refuse to: refer or recruit any person for employment; dismiss or refuse to employ or to continue to employ any person; refuse to train, promote or transfer an employee; subject an employee to probation or apprenticeship, or enlarge a period of probation or apprenticeship; establish or maintain any employment classification or category that by its description or operation excludes any person from employment or continued employment; maintain separate lines of progression for advancement in employment or separate seniority lists where the maintenance will adversely affect an employee; or discriminate against any employee with regard to any term or condition of employment because of

race, creed, colour, age, sex, marital status, nationality, ancestry or place of origin of such person or employee., **"Age" here means any age of 40 years or more, and less than 65.**

The impact of these new provisions becomes clear when it is noted that under the previous Code, an employer was prohibited only from refusing to employ or to continue to employ any person, or discriminate against any person, with regard to employment or any term or condition of employment because of his race, creed, colour, nationality, ancestry, or place of origin. Provisions of the Women's Equal Employment Opportunity Act, which related only to sex and marital status, formed the basis of the new provisions of the Code described above.

Under the Code, an employer is prohibited from publishing, displaying, circulating or broadcasting, or causing or permitting to be published, displayed, circulated or broadcast, any words, symbol or other representation that directly or indirectly indicate that race, creed, colour, age, sex, marital status, nationality, ancestry or place of origin is or may be a limitation, specification or preference for a position or employment.

Moreover, any person is prohibited from publishing, displaying, circulating or broadcasting, or causing or permitting to be published, displayed, circulated or broadcast, any advertisement for a position or employment for or on behalf of an employer that contains any words, symbol or other representation or that is under a classification or heading that indicates, directly or indirectly, that race, creed, colour, age, sex, marital status, nationality or place of origin is or may be a limitation, specification, or preference for the position or employment.

Another provision prohibits any person from using or circulating any form of application for employment or making any written or oral inquiry that expresses, either directly or indirectly, any limitation, specification or preference as to race, creed, colour, nationality, ancestry, or place of origin of any person, or **that requires an applicant for employment to furnish any information concerning race, creed, colour, nationality, ancestry or place of origin.**

Also, an employment agency is prohibited from discriminating against any person because of race, creed, colour, age, sex, marital status, nationality, or place of origin in receiving, classifying, disposing of, or otherwise acting upon, applications for its service, or in referring an applicant or applicants to an employer or anyone acting on his behalf. **This last provision concerning employment agencies is new, in that it previously did not include sex and marital status as grounds for this type of discrimination.**

The provisions relating to discrimination, limitation, specification or preference for a position or employment based on sex or marital status do not apply where sex or marital status is a bona fide occupational qualification and requirement for the position or employment.

The domestic servant exclu
has been modified to exclu
domestic employed, or to be
ployed, in a single-family
dence (previously, in a pr
home). Further, the new prov
in the Human Rights Code pro
iting discrimination with rega
any term or condition of emp
ment on the grounds of age, s
marital status does not appl
any bona fide superannuatio
pension fund, or to any bona
insurance plan (life, accident,
ness, disability) until a day t
named by the Lieutenant-Go
nor. An inquiry is currently b
conducted in this area, howev

**The Code's provisions with re
to the prohibition of discrim
tion** on the basis of race, c
colour, nationality, ancestry,
place of origin in public acc
modation **have been expande
include any housing acc
modation or commercial uni**
stead of any self-contained dw
ing unit as previously.

**The Ontario Human Rights C
mission's powers have beer
creased.** The Commission ma
prove special programs desi
to increase employment of m
bers of a class or group of per
Programs designed to incr
employment among min
groups and women, for exar
and which have received
Commission's approval,
deemed to be non-discrimina

**The Commission is now au
ized to initiate complaints if i
reason to believe that the p
sions prohibiting discrimin
have been contravened.** The
mission's powers of inspe
and inquiry have been incre
and penalties are provided fo
struction. Maximum penalties
der the Act have been incr

ch $500 to $1,000 for an indivi-
l, and from $1,000 to $5,000
r a corporation. The Ontario
men's Bureau, established un-
the now defunct Women's
ul Employment Opportunity
will continue as a division of
Commission, and can exercise
powers of the Commission in
aers pertaining to discrimina-
on the grounds of sex and
atal status.

ASKATCHEWAN

d Saskatchewan Fair Employ-
Practices Act forbids discri-
ination in employment (includ-
job advertisements, appli-
tion forms, inquiries and the use
mployment agencies) and
union membership on the
nds of race, religion, religious
d, colour and ethnic or na-
nal origin.

Act was amended, effective
vember 1, 1972, to prohibit
ch forms of discrimination on
e basis of sex; however, employ-
ment classifications or categories
t exclude persons "from em-
yment or continued employ-
ment on the grounds of sex where
work or position cannot rea-
nably be performed by persons
f that sex" may be established or
maintained. The enforcement of
is Act has been transferred to
e Human Rights Commission.
mir amendments were made
so to the Fair Accommodation
actices Act and the Saskatche-
an ill of Rights Act.

he askatchewan Human Rights
ommission Act established a
ommission to administer (sub-
t to the direction of the Attor-
ey General) the Fair Employment
actices Act, the Fair Accom-
odation Practices Act, the Sas-
atchewan Bill of Rights Act, and
ny other legislation assigned to it,
and to carry out an educational role. The Commission is involved also in the enforcement of the equal pay provisions of the Labour Standards Act. The Commission is to consist of between three and five members appointed by the Lieutenant-Governor in Council. Appointment is for a five-year term, and reappointment is possible. Provision is made also for the appointment of a Director of Human Rights, who would be the chief executive officer and secretary of the Commission.

Enforcement of the legislation is initiatied upon oral or written complaint by any person. The Commission itself, or a person designated by it, must inquire into the complaint and endeavour to effect a settlement. If a settlement is not reached at this informal conciliation stage, the Commission must report to the Minister. The Commission may direct a formal inquiry or, if this is not done, the Minister may direct the Commission to conduct a formal inquiry. All parties must be given full opportunity to be heard. If a settlement is not reached, and the complaint is found to be supported by evidence, the Commission may order the contravenor to comply with the law and to rectify any injury caused to any person, or to make compensation for the injury.

Any party to a formal inquiry may appeal the Commission's order to a judge of the Court of Queen's Bench within 30 days on a question of law or fact or both. The decision of the judge is final.

Formerly, under the Fair Employment Practices Act, a formal written complaint by the aggrieved person was to be made to the director, and under the other two Acts, any person could complain to the Minister. An inquiry into the complaint was not mandatory, and the formal inquiry was conducted by an ad hoc commission. Orders requiring compliance could be issued by the Minister only under the Fair Employment Practices Act; under the other two Acts, the Minister could publish the Commission's findings if he saw fit.

The Saskatchewan Human Rights Commission Act establishes heavy fines for failure to comply with an order: $100 to $500 for individuals, and $400 to $2,000 for corporations and other legal entities. Trade unions and employers organizations are deemed legal entities for this purpose.

The Government of Saskatchewan also passed the Ombudsman Act whose provisions, on the whole, are similar to those of the six other Canadian Ombudsman Acts. This Act is yet to be proclaimed in force.

(The foregoing article is the fifth in a series of six reports describing developments in Canadian labour legislation during the year; included is legislation enacted before December 31, 1972. Part 6 will deal with labour relations. When the series is completed, the reports will be collated and reprinted under the title: **Developments in Labour Legislation, 1972.)**

(Mrs. Gillean is a member of the Legislative Research Division of the Department's Legislative Research Branch.)

THE STATUS OF WOMEN: WHERE IS IT AT?

"The immediate future for Canadian women is overcast, with a few sunny periods," according to Anne Francis, who, as Florence Bird, served as chairman of the Royal Commission on the Status of Women.

On the plus side, she points to the five women in the House of Commons, one of whom is in the Cabinet, and a growing sensitivity among the general public concerning equal opportunities for women. On the negative side, she notes that, although a great effort is being made to train and promote women to executive positions in the public service, **she does not see any great immediate improvement in the status of women in the private sector.**

Although women's rights "were the great neglected issue in the 1972 election campaign," she says "they could become red-hot in forthcoming elections, if women's groups began to organize for political action now." As if in response to her forecast, there was a record turnout of Members of Parliament to hear the annual brief presented by the National Council of Women to the Prime Minister and the Cabinet.

The Council pointed out that **1975 is International Women's Year,** when the position of women in the various countries of the world will be assessed. "It would seem appropriate that the Government of Canada should, insofar as it lies within its legislative competence, enact the necessary legislation,

and insofar as it lies within it
risdiction, the Government's
tual performance should be
that equality of status for
women of Canada may
achieved by that date."

The Council's 37-page brief
ered 15 resolutions; nine
with the status of women; th
mainder—dealing with eco
consumer education and
problems of youth—reflect
Council's concern with ma
that touch on the stability o
family.

The first of the nine "status"
lutions dealt with implement
of recommendation 166 o
Royal Commission on the S
of Women, which **calls for a**
eral status-of-women council

Council pointed out the need a national status-of-women cil, proposing that the new would: (1) be responsible to ament; (2) advise on matters ining to women, and report ally on the progress being e in improving the status of en in Canada; (3) undertake rch and suggest research top- governments, private busi- universities, and voluntary izations; (4) establish pro- s to correct attitudes and dices adversely affecting the s of women; (5) propose leg- on, policies and practices to ve the status of women; and nsult with women's bureaus nilar provincial organizations, with voluntary associations erned with the problems of en.

Council went on to urge the al Department of Manpower mmigration to develop prac- hat would increase the num- f women in managerial, up- g, and technical training ams, and that would help to cupational sex-typing.

rief asked also that the Na- Housing Act be amended to **provisions for day-care cen-** nd permit the inclusion of for day-care centres in sing developments, including sity buildings (LG 1971, p.). A national policy supporting vision, expansion and im- ment of day-care services led for, along with recogni- day care as a service indus- hat should be subject to the ations, controls and incen- f other bona fide industries.

The Council pointed out that "self-supporting mothers with dependent children represent a major category among the nation's poor and ... society has a moral obligation to alleviate the physical and mental strain in the sole-support parent situation. The National Council of Women of Canada requests the Government of Canada to implement, with top priority, **a guaranteed annual income to be paid to the heads of all one-parent families with dependent children."**

Citing Senator Fergusson's Bill S-20, an amendment to the Criminal Code as it applies to Jury Service for Women, the Council called for immediate amendment of the code so that men and women could serve on an equal basis in criminal cases, and so that the jury selection process would prohibit the exclusion of any groups on the grounds of race, marital status, sex, political or religious affiliation, and economic or social status. The Government was requested also to **appoint more women judges to courts** within its jurisdiction.

Recognizing that "there is a need to inculcate patriotism and an appreciation of our heritage in Canada," the Council recommended that the Government **"give an opportunity to youth to contribute,** voluntarily, **one year of service to Canada,** without phasing out present programs of naval, army and air cadets. (The Council's recorded vote on this resolution was 145 for and 134 against.)

The Council asked also for provisions in the National Housing Act for incentives for the construction of sewage treatment facilities, and recommended that the Government refuse to grant loans for collector or sewage treatment systems unless they are fully efficient. The brief called for establishment of a national water policy, as well as for provincial-municipal research programs into effective methods of waste retrieval and recirculation.

The brief called attention to the fact that in some cases, married women cannot qualify for student loans except with their husbands' endorsement, and that women can be prevented from appearing on juries in proportionate numbers, even though they are, by law, entitled to serve on juries. It took up also the case of the "vagrant" woman. According to the brief, the vagrancy sections of the Criminal Code "open the door to arbitrary application of the law by the police, and place women under the potential control of the police." The Council insisted that vagrancy and prostitution are social—not criminal—problems, and it asked the Government to repeal the vagrancy sections of the Criminal Code and to provide an adequate fund to support facilities and programs designed to rehabilitate female prostitutes and prevent young girls from becoming prostitutes.

On the non-medical use of drugs, **the Council asked the Government to refrain from legalizing marijuana until there has been more social and scientific research into its use.** "As this resolution was in part a reiteration of national policy," the brief continued, "it was agreed that the committee of officers formulate a statement ... "that this convention go on record as reiterating Council policy, which policy includes: rehabilitation rather than punitive measures; no criminal record for users; severe penalties for trafficking; and establishment of research and treatment centres."

BILL 63

Quebec's Bill 63, Council on the Status of Women Act, is slated for second reading, possibly in June. Introduced by Mme Claire Kirkland-Casgrain, Bill 63 calls for the setting up of a "body for study and consultation ... respecting matters concerning the equality and respect of the rights and status of women." The organization would hear petitions and suggestions from individuals and groups, and would provide information on any matter affecting the status of women in Québec.

Members of the body would be appointed by the Lieutenant-Governor in Council and would be representative of women's groups, socio-economic organizations, labour unions and universities.

ABORTION

Although 1973 started out well for those in favour of legalized abortion, with the U.S. Supreme Court ruling that no state can interfere with a woman's right to obtain one during the first twelve weeks of pregnancy, there was no promise in Canada of any change in Parliament's attitude toward abortion.

In April, Grace MacInnis, NDP, Vancouver-Kingsway, raised the subject in the House. "Mr. Speaker, my question is for the Minister of Justice. In view of the fact that the Criminal Code requires that abortions be performed only in accredited or approved hospitals with the sanction of a hospital board, and because in many areas the refusal of hospitals to establish such abortion boards creates a situation where other hospitals are overloaded, or where women must travel to other provinces or other countries to seek an abortion, or fall into the hands of illegal or incompetent practitioners, will the Government consider removing abortion from the Criminal Code, thus making possible the establishment of clinics where legal abortions can be performed by competent physicians?"

Justice Minister Otto Lang: "No, Mr. Speaker, we do not intend to take action to remove it from the Criminal Code. I should add that I do not see anything in the Criminal Code which requires any hospital or individual to participate in abortions."

The Royal Commission had ommended that abortion be vate matter between a woma her doctor. And Commi Chairman Francis, in a speec livered to an Ottawa femini ganization, The Women's stated that **abortion "is a mat individual conscience. We s not confuse religion with law** law should not prevent abo for those who need them whose consciences are clear."

In reply to a woman who mented that "some of us fe abortion law is like any othe against murder," she caut that "We must not let ourselv separated. I understand that have to go your way in th spect. Stay with us on the rest

As the Gazette goes to press eral Labour Minister Munr nounced the formation of th visory Council on the Stat Women, with Dr. Katie Coo chairman.

ULFILMENT ON THE JOB: OSSIBLE GOAL R IMPOSSIBLE DREAM?

EORGE SANDERSON

ediagnosis and measurement jo satisfaction was the theme a ymposium sponsored by the nda Department of Labour, dheld in Ottawa on March 19 d20. It was the first time the deal Government had brought gether a group of internationally nent behavioural scientists to plore the possibilities of moni- ring the quality of employment.

the "Social Indicators of the uality of Working Life," the con- rence was attended also by gov- nment officials, labour spokes- emnd business executives.

ve major papers were presented, d iscussion centred on: (1) the efulness of social indicators for ubl: and private decision mak- g; (i) the applicability of existing seach techniques; (3) technical roblems still to be overcome; nd 4) new directions for re- arch. The delegates were con- rned primarily with why certain uestions were being asked, and ow one might go about answer- g tem, rather than with what e probable answers might be.

abor leaders have yet to be con- nce, however, that the quality employment deserves the kind attention it has been receiving om government, academics, and e mass media. Seppo Nousia- en, Assistant Research Director for the Canadian Labour Congress, asked whether one could generalize that there is widespread worker discontent on the basis of a few "visible" cases, confined mainly to plants where work is highly repetitive. "If unions have not given the problem a great deal of attention, it may be because there is no problem," he said.

Though a number of unions are trying to "humanize" the workplace by placing greater emphasis on social, psychological and environmental concerns, as opposed to economic considerations, most continue to believe that good wages, generous fringe benefits and reasonable working conditions remain the basic goals.

Richard Shore, a U.S. Department of Labor official, believes that **dissatisfaction with employment,** reflected in rising rates of absenteeism, turnover and poor workmanship, **is not as prevalent as the mass media would have us believe**—a view shared by Stanley E. Seashore, a professor of psychology at the University of Michigan, who stated that "over a span of several decades, estimates of the proportion of 'dissatisfied' workers in the U.S. workforce generally, or in specific occupations, have remained surprisingly low and only moderately variant."

Agreeing with Nousianien that only a small percentage of the workforce is in "deadly" jobs, Hans Adler, an economist with Statistics Canada, argued that **"in certain areas, we should not worry about work satisfaction, but about abolishing work." Gil Schonning,** a former Canadian Labour Attaché to Britain, **is convinced, however, that worker unrest is growing, and that technology is creating an ever-widening gap between what workers want to do and what is expected of them.** The same view was expressed by Prof. Richard E. Walton of Harvard University's Faculty of Business Administration. Walton foresees a general trend toward more employee alienation as a result of rising expectations brought about by rising levels of education, wealth and security; decreased emphasis on obedience to authority; a decline in achievement motivation; and a shift in emphasis from individualism to social commitment.

Robert Fortier, a Northern Electric executive, warned delegates of the dangers of "reaching for the unattainable." He believes that it is important to differentiate between the search for happiness and the search for work effectiveness. We should, in his opinion, concentrate on the latter. He remarked that unions have generally tended to limit negotiations to those things their members enjoy away from work—pay, holidays and pensions, for example.

Harold Thayer, a member of the International Association of Machinists, complained about the absence of "workers" at the symposium. He thought that the discussions were relevant only to organized labour, not to workers in general who do not always share

John Munro, Minister of Labour, Bernard Wilson, Deputy Minister, Harry Waisglass, Alan Portigal.

the views of union leaders. Walton noted that the **unions tend to be suspicious of initiatives from academe or management for improving the quality of working life.** "They have hangups about ideas coming from the outside, but they will have to redesign their programs to respond to a wider range of quality-of-working-life attributes," he added. Unions with homogeneous memberships will do more in this regard, according to Arthur Kruger, Professor of Economics at the University of Toronto.

Seashore noted that until recently, most programs have been concerned with minimum standards rather than optimum ones, and with indirect action to soften the effects of substandard employment. He argued that, as a domain of direct action and public policy, **the quality of employment can, and should in some circumstances, have priority over economic and technological indices of the quality of life.**

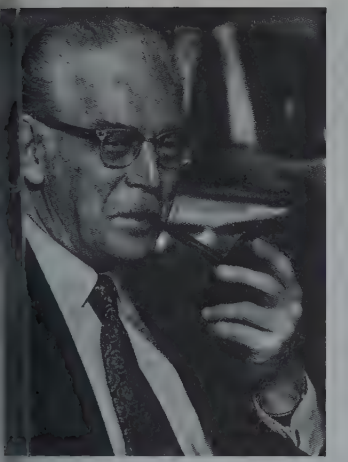
"There is still prevalent the traditional view that the quality of employment in a society, aside from minimum welfare protection, is fully determined by the state of production, coupled with the implacable forces of economic process," he observed. "Although it is undoubtedly true that constraints on the quality of employment arise from technology and the general state of the economy, it is also known in reverse that the quality of working life may impinge upon the technology and economy of a firm or industry, and probably upon the whole of society.

"Job satisfaction and dissatisfaction are of interest in the long run, not so much as intrinsic ends to be maximized or minimized by society," he continued, "but because they affect behaviour, and thus have important social implications."

Our prevailing concepts of satisfaction have serious li tions, however. Most people satisfaction is caused primari the job itself, excluding the environment. It has often treated as a relatively static of the person, without attenti time and to the implicatio past events or future co quences, Seashore declared.

Members of the workforce ar wholly uniform in their pe tions of, or responses to, "o tive" working conditions. feel and report satisfaction jobs that on the face of it d deserve that kind of attit being grossly deficient in safety, security, intrinsic int and other qualities that are mally valued. Others experi and report dissatisfaction work situations that display n all the attributes that are gen valued by society. In other w **the individual assesses his job work environment as HE perc them** according to his own n preferences and expectati **hence the need for both "su tive" and "objective" indicato monitoring the quality of em ment.**

Seashore emphasized the fac **people are not constant in responses to working condi Job satisfaction is a dynamic cess,** he said, "a desired state is continuously experienced maintained, if possible, wit continuously changing en ment and within a contin flow of changes in the indivi An initially challenging job, f ample, may become less so occupant gains compet through experience. Simila man's pay may be highly sa tory until he acquires a wif child.



arley E. Seashore

occurrence of job dissatisfac-
ons is quite a normal and inevi-
ble thing, and, within limits, a
sible thing for society, in that
satisfaction is temporary for the
dividual and stimulates neces-
y societal adaptations and
anges," Seashore added. "If this
ews valid," he continued, "then
e can anticipate that gross rates
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ite stable, or at least display
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g and limited in range. This will
e 'dynamic' stability concealing
good deal of change as to who is
satisfied and for what reasons."

When satisfaction is not present, the individual seeks and normally achieves some kind of accommodation. The work role, moreover, is not the only role played by most people. Other aspects of life, particularly the marriage relationship, have important influences on overall happiness.

Seashore outlined **the strategies people usually adopt to minimize job dissatisfaction.** An employee may: (1) modify his expectations to bring them into consonance with what he perceives to be the realities of his situation and of feasible alternatives; (2) alter his perceptions of the situation and of himself to attain consonance between his values and his work experience; (3) resign himself to the situation, usually preserving self-esteem by pinning the blame on others or on the "system"; (4) respond with aggressive attitudes or acts (counterproductive behaviour); (5) alter his values or seek fulfilment in off-work activities; and (6) change jobs or leave the workforce.

If a person's happiness is not based solely on the hours he spends at work, and if people can resort to various devices to make their work situation fulfil more of their needs, then why be concerned about developing social indicators of the quality of working life? Seashore put forward a number of reasons for this concern:

(1) pathological accommodation to job dissatisfaction, if sufficiently persistent and widespread, can threaten the stability of society and prevent it from accomplishing its goals; (2) the social costs of pathological adjustments can be a serious drain on the resources of society; (3) in a changing world, a high value must be placed on society's ability to adapt quickly and easily to events that alter the kinds of work that need to be done, and therefore the structure of jobs, organizations and occupations; and (4) every society needs to have an early alert capacity for detecting dislocations in the system and considering remedial action."

Seashore emphasized that the function of **social indicators must go beyond the mere description of society to the point of stimulating and guiding action toward agreed social changes.** He outlined the "feasible and necessary uses" of indicators as being: (1) To locate "hot spots" in society. "The quality of employment in a society is never uniform," he explained, "and a prevailing high level of quality can conceal segments of society that are grossly disadvantaged." (2) To designate legislative priorities. "Legislation of a controlling (minimum standards) or enabling (program funding) kind is often designed and enacted in a vacuum as to reliable information about the extent, nature and location of target problems," he said. (3) To find out whether the intended objectives of programs have been achieved, and to determine what unintended consequences may develop. (4) To promote realistic bargaining. "It is a common complaint on the part of both management and labour people that bargaining tends to be limited to matters of short-run implication and to familiar issues involving 'hard' information—for example, pay and hours," he observed. "Realistic bargaining regarding non-monetary conditions (career opportunity) and the environments of jobs (work improvement, and areas of worker determination) only rarely enter into negotiations, despite awareness of their importance to workers," he added. Seashore believes that "familiarity with the nature of social indicators and the technology for their use is essential if the future needs of society are to be met in this regard."

But social indicators of the quality of working life would have limited usefulness in predicting industrial conflict, according to Richard Walton. "Instances of industrial conflict in our society (including strikes and unauthorized walk-outs) often are nothing more than tactical or strategic acts called by union leaders who are striving to secure economic concessions or attempting to consolidate their leadership positions," he declared.

"A high rate of worker alienation may explain increased absenteeism, and turnover, industrial accidents and resistance to rules, but it is not the only explanation," Walton said. "The labour market affects turnover rates. Similarly, a rise in union militancy may reflect a welling-up of negative feelings, but it may also result from tactical considerations. Rebelliousness of the rank and file may result from the growing insensitivity of union leaders, rather than from the frustrations induced by work.

"If the labour movement becomes responsive to the full range of aspirations of workers now blunted by work circumstances, there will be a relatively larger number of work stoppages in the context of collective bargaining," he predicted. But if the unions do not provide a vehicle for seeking change in many of the conditions that underlie alienation, the symptoms will, to a greater extent, take the form of antisocial or counterproductive acts by individuals, withdrawal via turnover and absenteeism, and "semi-spontaneous conflict episodes" involving groups of people.

"If priorities are to be assigned among various policies and programs intended to improve working conditions, the development and execution of the former will obviously be very costly," remarked Seashore. "To justify the cost, it must be anticipated that there will be some resulting benefit," he added. But who should be the beneficiary? "Priorities should clearly be assigned to improving the quality of employment with respect to those job facets that heighten the effectiveness of each worker. But from whose perspective should such effectiveness be judged?" he queried.

There are at least three distinct perspectives for evaluating effectiveness, according to Seashore: that of employers; that of the worker himself; and that of the community or society. Which of these three perspectives is the most appropriate is not a question that can be answered by res
however. It is fundamentall
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Seashore believes that res
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compatible.** "Employers, fo
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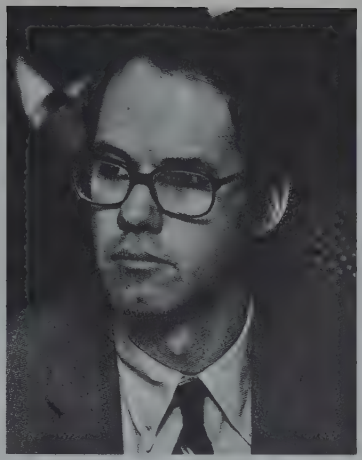
ven to those working condi- that directly affect the pro- vity of their employees. This however, is a very narrow unless it is known that other d outcomes will follow on eels of rising productivity."

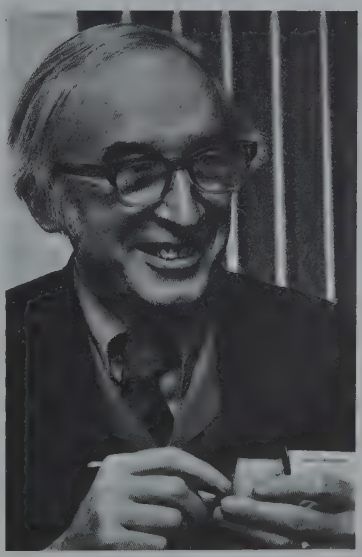
conclusion he arrived at is Priorities might profitably be ged to measuring and im- g those working conditions re relevant to all three per- ves." Seashore mentioned related illness or injuries as a n point. They are important ill or injured worker, repre- a cost to his employer (in of sick pay or filling the r's position while he is re- ng), and are costly to society ms of a drain on the nation's medical resources).

n asserted that **efforts to re and improve the quality rking life must be at the es- ment level, on an organiza- -organization basis,** rather the form of broad surveys. ossible, at the level of a organization, to involve lo- anagement and union offi- s in the assessment process, erefore increase their com- nt to action.

nion may resent an acad- or management study," he "because it would interfere a important union function: ing and articulating em- dissatisfaction. Manage- nay be defensive about an ent of the quality of work- because the problems ex- might reflect unfavourably



Richard E. Walton



Raymond A. Bauer

upon its handling of personnel; and it may worry about the study stirring up employee feelings and raising their expectations." The next step would be to decide whether the quality of employment in the organization warranted remedial action. Walton believes that **changes should be confined initially to one unit of the organization.** Employees and managers could agree to a "sheltered experiment." They would suspend contractual provisions and other customary practices for that unit only, evaluate results, and then decide whether the new policies and practices should be adopted throughout the organization and made permanent.

Companies should consider "social reporting" as they already do financial reporting to the public or to shareholders, according to Raymond A. Bauer, a professor of business administration at Harvard University. A firm's actions might be evaluated in the light of how they serve its various constituencies: employees, customers, the community, and society at large.

Though the concept of a corporate social audit is still "a vision that at some future time corporations will assess their 'social' performance in as systematic a manner as they now assess their financial performance, **companies should seriously consider social reporting at least for internal purposes, said Bauer.** This would promote greater awareness of internal problems and lead to solutions or to prevention.

Gary H. Johncox, a MacMillan Bloedel executive, agreed that **a social audit** would be useful for internal purposes, to locate problems within the firm, but he thought it **would be irrelevant in the context of collective bargaining,** because unions preferred to devote their energies to negotiation of hard-core bargaining issues, rather than become involved in the more oblique social areas. Though most companies would like to be socially responsible, they cannot afford to—at least not right now, he added.

Nousianien remarked that social auditing done from the firm's perspective would merely be a public relations job designed to fool the public into believing that a company was being a good corporate citizen. He emphasized the need for both employee and public participation in the process. Bauer replied that people were not as gullible as Nousianien thought, and that social auditing is a far cry from public relations. He mentioned the case of a company that carried in its annual report an item on the accident rate in the plant, pointing out that the rate had doubled. Harry J. Waisglass, Director General of Research and Development for the Canada Department of Labour, expressed confidence that **the data gathered in a social audit would help an organization to manage its conflicts with all groups.**

What role should government play in monitoring the quality of working life? Shore reported that the U.S. Government has been conducting in-depth research in this area to determine what might be done to enhance the quality of employment. Though his Government is interested in devising a means of monitoring job satisfaction, new directions in policy or legislation are unlikely at present, he said. American efforts are currently restricted to gathering more reliable data, clarifying issues, and helping to devise effective strategies for adjusting to change. Shore expressed the hope that such information would help unions and management to make more constructive decisions.

Although he agreed that vigorous efforts should be made to improve the quality of working life, Norman M. Bradburn, professor of behavioural sciences at the University of Chicago, questioned the role of government in this endeavour. "Though I think that considerable research efforts will be required before we understand fully the factors that determine the quality of employment for different people, **I do not see a set of social indicators as an appropriate or useful government activity,"** he said.

Norman M. Bradburn

"Government certainly has
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"Policies that are implement
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Bradburn said. "Because go
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free society, national goals—attendant government pol- to achieve them—are only ble and proper in areas e general outcomes are desired, and similar causal s have similar effects," he ex- d. **"Full employment, eco- growth and probably a ealthy population are pos- oals for which rational pol- could be properly formu- and implemented;"** but "in ning like work conditions, it even theoretically likely that rm policy would have uni- consequences." Moreover, ollection on a systematic, uous basis, is a major un- ing that would require sub- l resources, he added.

order to maintain satisfac- djustments to changes in mic, social, technical and nmental factors, **labour and agement need objective and research information,** ac- g to Waisglass. He is con- that **efforts must be made cope with future areas of sial conflict.**

soteric" symposium, as it escribed by one observer, rt of the Department's new sial relations research initia- rogram, the overall aim of is to **assist unions and em- to improve their collective ing relations by making es- research resources avail- them.** It would be better if er had adequate research es of their own, Waisglass but, in the absence of sources, one of the first tasks of the New Initiatives Projects is to figure out what and how necessary research services can be provided to help create a more positive and emotionally satisfying work environment.

The Department's efforts in this direction should not be construed as an intervention in the private affairs and responsibilities of employers and unions, he suggested. These efforts **represent a non-legislative approach to industrial relations problems** based on the premise that "good industrial relations cannot be legislated," and that the best way for a government to help improve the collective bargaining climate, and the lot of the worker generally, is to support the voluntary efforts of labour and management.

WINDS OF CHANGE: THE McGILL CONFERENCE

Should strikes be allowed during the term of a contract? Are negotiations slipping out of the hands of labour and management because of complicated legal procedures? Did the Ontario government's legislation to end the elevator strike set a precedent by defining certain private operations as essential services?

These were some of the questions asked when industrial relations leaders from across Canada gathered in Montreal for the 22nd annual conference of the McGill Industrial Relations Centre. "Winds of Change from the Provinces, and New Priorities in Labour Relations" formed the theme of the conference, which was planned and directed by Frances Bairstow, Director of the Centre. Six separate sessions dealt with topics of

Frances Bairstow

immediate or emerging i
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provincial labour legislatio
developments affecting the
tration of grievances.

The principal session of th
ference dealt with new ind
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Minister of Labour, called
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abour Relations Board is now rized to decide certain mat- separate consultation with hief Executive Officer, with- aving to meet as a group. procedure, limited to cases ing interim cease-and-desist regarding work stoppages ther uncontested cases, is sed by the Construction In- Panel.

e union outside the con- on industry can now apply certified as a bargaining or a unit if it claims to have s than 40 per cent of that members in good standing. eceipt of an application, the may dismiss it if it is satis- at the union is not sup- by 40 per cent of the unit d for. If support is between 50 per cent of the unit, the must order a vote. If sup- ns between 50 and 60 per the employees, the Board option to order a vote if it ed necessary. At least 60 per the employees must par- in the vote, and the Board rtify a union if it has major- port.

dent group of employees pply for revocation of the certification by providing ther the union is not utely fulfilling its responsi- o the employees, or that it er represents the majority. sion in the Act also prohi- rtification of a union that nates against any person of sex, race, creed, colour, lity, ancestry, or place of n.

Accreditation provisions in the Act are applicable only to the construction industry, and an employer's organization claiming to represent the unionized employers in a geographic area engaged in a particular sector of the industry may apply for accreditation as the sole collective bargaining agent for all unionized employers in that sector of the industry and geographic area. This differs from other jurisdictions in Nova Scotia where application can be made for all unionized employers in a geographic area without reference to a trade sector.

D. I. Gardner, Deputy Minister of Labour for Alberta, outlined some trends in that Province's legislation. Although constrained by the fact that, at the time of the conference, Alberta's Labour Bill had not been introduced in the legislature, he cited some of its main concerns.

In an attempt to speed the resolution of disputes, the Government has introduced into the new Act provisions that will extend the notice period for commencement of negotiations, encourage earlier use of improved departmental services for the parties during the term of an agreement, and give more flexibility in mediation, conciliation and dispute settlement machinery. Additional provisions will aim at preventing employers from establishing related companies for the purpose of avoiding established rights, terms and conditions of employees and bargaining agents under certification, registrations in the construction industry, and collective agreements.

Alberta's Act will also contain changes intended to eliminate difficulties encountered in the new collective bargaining concept that accredits construction employer organizations under a registry system.

The changes are intended to bring more stability to construction industry negotiations in Alberta. Gardner indicated that Alberta does not intend to implement technological change legislation as adopted by a number of other jurisdictions, as no justification is seen for such action at this time. Employers and workers are encouraged, however, to deal with problems through the collective bargaining process in advance, in order to minimize the effects of layoffs and displacement.

The new Manitoba Labour Relations Act, effective last January 1, has "weathered its first few months," according to Murdoch MacKay, Chairman of the Manitoba Labour Board. Most of the changes made in the legislation have been procedural and not structural, said MacKay.

The unfair practices portion, designed to discourage employers' efforts to prevent union organization among employees, has worked well, and without any major complaints. One section of the Act, not yet used, prevents an employer from disciplining a worker for taking part in a secondary boycott—for example, by refusing to give service to another industry while that industry's workers are on strike. The employer need not pay employees who are involved in a secondary boycott, but he cannot discharge them. Management is opposed to one part of the Act that puts the onus on it to prove innocence in industrial disputes, said MacKay.

The speaker alluded to other new provisions included in the Act: discrimination within unions is disallowed; unions cannot expel members for refusing to take part in an illegal strike; all employees within a bargaining unit are required to pay union dues, a provision designed to prevent situations in which workers vote for the certification of a union and then refuse to join it; certification of a bargaining unit can be voted on if this is requested by 35 per cent of the employees eligible for inclusion in the unit; employers can appear at certification boards only on the question of union applicability; and strikes and lockouts are allowed the day after an agreement ends, and may take place during negotiations. This latter provision, MacKay said, has speeded settlements and encouraged serious negotiations.

Joel Bell, Director of Research for **the Royal Commission on Labour Legislation in Newfoundland and Labrador,** addressed the conference on some aspects of the Commission's report.

It recommended the creation of area councils structured to represent unorganized labour, their employers and some public-interest presence in the implementation of existing labour standards approaches. The councils would hear and investigate complaints, then attempt to settle them. Local conditions or possible legislative revisions would be reported by the councils to the Minister of Labour or to specified administrative bodies. The report also postulated that the councils might become useful forums for the application of more advanced standards legislation, such as the protection of unorganized employees from unjust dismissal.

Acknowledging that collective bargaining is usually opted for if it is conveniently available to workers, Bell added that factors like "chronically high unemployment, the fundamental absence of acceptance by some employers of collective bargaining, and very small and scattered units of employees, all militate against the operation of collective bargaining." He described collective bargaining in such a setting as unsuited to the fulfillment of labour policy objectives.

On the other hand, **the Commission had urged that care be taken to avoid a structure that could create power blocs capable of distorting the outcome of collective bargaining.** Strong trade unionism or powerful employers could form pockets of power that would affect wage determination, causing a lag among unorganized workers in the distribution of benefits. To avoid such power blocs, the Commission had rejected accreditation for construction employer organizations, because such an organization would require the government to combine it with a tripartite bargaining procedure or direct government decision on the agreed-upon terms and conditions of employment.

Other proposals made by the Commission urged that **technological changes be subject to bargaining as they arise,** unless the initiating party agrees to wait until the end of the agreement, and that employers be legally permitted to hire temporary replacements during a strike if less expensive labour is available.

Hélène Le Bel

Hélène LeBel, University of treal Faculty of Law, presen paper tracing Québec labour tions legislation from the enactment of Part I of the La Code to the present. Though seen as the start of a series of gressive industrial reforms, said, "it now appears that th bour Code was **not so much beginning of a new era as it an extreme swing of the p ulum—a summit to be qu abandoned."**

She then commented that no ther labour legislation had enacted since Part I, and cases in which the Province withdrawn from its original st of leaving employers and emp ees to settle differences with imal government intervention declaration that teachers pro an essential service, and the peated use of emergency "re to-work" legislation were tw the more obvious example ever-increasing interferenc bargaining, she said.

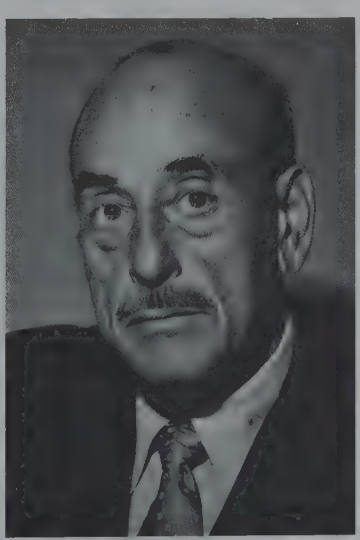
amendment to the Act, ed in 1969, resulted in aboli- of the Labour Relations Board vour of a two-tiered system: ffice of the Chief Investi- n Commissioner, and the La- Court. Although the process- f some industrial disputes been speeded up, appeals to abour Court often caused delays in settlement and employees included in pro- bargaining units had to hire rs to contest the majority of the petitioning associ- LeBel claimed that such ems show the need for fur- evisions of the Labour Code.

field of public service dis- ettlement, the establishment atutory defined, province- bargaining units has "created **ation wherein a strike in the sector is almost necessarily vice-wide—and yet the Gov- nt refuses to tolerate such a "** said Lebel. She ascribed eneral strike of public em- es in the spring of 1972 to ilure of this arrangement of aining units.

doption of Bill 19, which e the general strike and e a resumption of services in blic sector, **has created a di- in which employees are lled either to agree with the ement or to let the Govern- nt decide by decree,** she e

ot-management relations in Québec construction industry e lso been less than satisfac- . lespite enactment of the 3 onstruction Industry Labour ations Act, according to LeBel. That Act, placing negotiations on a provincial or regional level, failed to make the first round of negotiations successful, and resulted in a major construction strike in 1970.

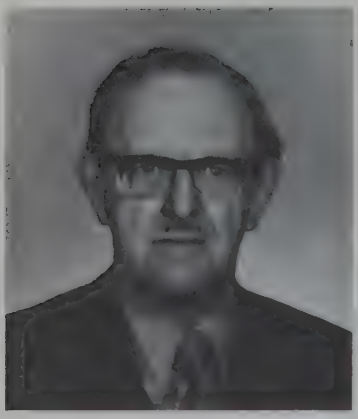
In her closing remarks, LeBel insisted **that Québec's attempts to use special legislation to correct alleged inadequacies in traditional collective bargaining systems have not been successful.** Industry-wide bargaining has failed to produce voluntary settlements in both the public sector and the construction industry, resulting in serious strikes. The use of emergency legislation has led to more direct involvement by government in negotiations—a role that has made government the major employer spokesman in contract talks. This involvement has undermined the government's credibility as a third-party, LeBel warned, and if continued, will lead to future confrontations with labour. She claimed that the large bargaining units in Quebec's public service had tried to move too far too fast, and had become encumbered in their own bureaucracy.



Nathan Green

Grievance arbitration was the subject of a paper presented by Judge Nathan Green of the Halifax Law Courts in another session of the conference. He observed that "the movement is away from judicial review, with ever greater emphasis on the finality of the arbitrator's award. This is the direction in which grievance arbitration will continue as long as the arbitrator can do his work in a manner that indicates integrity, independence and courage; as long as he possesses the intelligence to comprehend the parties' contentions; and as long as he is emphatic enough to demonstrate that he understands their significance. He must also not be hoodwinked by bluff or histrionics; and his award must be the product of reason and deliberation seated on the standards and authority that the parties entrust to him."

Green ascribed the increasing dependence on the decision of an arbitrator to the fact that his award, whether acceptable or not, may be easier to live with and may be dealt with more quickly than a judicial review. **He suggested that many cases would be settled through negotiation instead of arbitration if strikes and lockouts were legalized during the contract period.** He concluded his address by saying that he favoured judicial review of arbitration awards and that he was concerned by the shift away from judicial review.



H. D. Woods

Green's presentation on arbitration was followed by a lively and interesting discussion. **Prof. H. D. Woods** of the Faculty of Management at McGill, **commented that arbitration is in a bad state in Canada because of faulty laws, not poor arbitrators.** He explained that arbitration awards are unimaginative because the arbitrator knows that his decision may undergo radical change before being implemented.

In the United States, he pointed out, arbitrators have been more flexible in their recommendations, because there is less tampering with their decisions. Like Green, **Woods advocated permitting strikes and lockouts during the contract period. This would provide for fairer settlements of arbitration grievances,** he said—and replacement of the three-man arbitration boards by a single arbitrator would further speed the processing of disputes.

Prof. John Crispo, head of the Centre for Industrial Relations at Toronto University, took issue with Woods, claiming that **legalization of strike-lockout action would only worsen present conditions.** He pointed to the United States as an example of a country in which the possible use of such action has not eliminated lengthy and costly work stoppages. He was joined in opposing legalization of such actions **by one delegate who stated flatly that management was unanimous in opposing strikes or lockouts during the lifetime of an agreement.**

Another issue that arose out of the discussion was concern over the legal escalation taking place in arbitration procedures. Hélène LeBel charged that **present arbitration methods are unjust because companies can often afford better legal counsel than unions,** or are able to escalate proceedings to the point where unions can no longer afford to pursue legal actions.

Robert Johnston, Ontario Deputy Minister of Labour, countered **that companies, too, are sometimes unable to afford lawyers for cases of arbitration.** He cited one case in Ontario in which a company on the verge of bankruptcy was unable to afford counsel. He went on to add that, if companies or unions cannot afford legal advice, then they cannot afford the strikes or lockouts that lead to the need for arbitration.

A discussion titled, "Serving the Public Interest—Special Treatment for 'Essential' Services" brought debate on several aspects of employment in the public sector. The discussion was chaired by Prof. Shirley Goldenberg, McGill Faculty of Management.

In her presentation, **Goldenberg pointed out that an accurate definition of an "essential service" was needed,** noting that "the 'public interest' seems to have a different definition every time people are called upon to make a decision in the private, municipal, provincial or federal sectors."

Shirley Goldenberg

Goldenberg called attention to comparability—the practic which salaries in the public s are scaled on a par with tho the private sector—as a vital p public service bargaining, **an emphasized the importance o Pay Research Bureau in prov unbiased data to both emp and union.**

She listed some important co erations in the setting up o bunals to deal with deman essential service emplo among them that: (1) the tri should have adequate term reference, including compara and relativity; (2) the awards by the tribunal should be bin (3) the data used by the p and the tribunal should o from a common research s (e.g., Pay Research Bureau), the parties should be repres on an advisory body working the research source; (4) no tration should begin until tribunal is satisfied that there been bargaining in good faith (5) the tribunal should render report without dissent.

Maxwell Cohen shared Gold-g's interest in defining "es-l services." He noted that ncial legislation ending the or strike set a precedent by ing a work stoppage in a pri-ector, non-regulated indus-being against public inter-He asserted that governments ing pushed toward a wider retation of "essential ser-" but noted a difficulty in ting where the government e directed. He added, how-hat increased public hostil-work stoppages will force a definition.

r Minister John Munro, in a et address at the end of the ence, **pointed up several new priorities in labour relations.** Job security is of increasing importance, he said, as workers are threatened with displacement by machines. It is necessary to overcome this insecurity caused by technological change.

The importance of another priority—job satisfaction—has been underlined by studies revealing the cost of boredom and stress on production lines. The need for people to be meaningfully employed in work that gives them pride is now being recognized, Munro said. He listed **employee participation in managerial decisions** as a third priority, and noted that, in situations in which workers have been given some decision-making power, the result has been a product of higher quality.

Having indicated these new priorities in work, Munro then predicted that a greater flexibility on the part of labour and management would be required in the future if such priorities were to be met. He said that an "awakened and more vocal" public interest is insisting that industrial relations problems be solved by bargaining, not strikes. The constant examination of the quality of working life has raised two further questions that demand answers, Munro concluded: **What are we going to do to aid in adjustment to change? What will things be like when we get there?** **J.M.**

EW BARGAINING GOALS F THE PUBLIC SERVICE ALLIANCE

ur-day workweek has been lished as a bargaining goal by ees who attended the third rd convention of the Public ic Alliance of Canada—the stulation being that "an en-ent of daily working hours otfavoured as a price for a -dy week." The convention pace in Calgary from March 3.

ments to the Public Service Relations Act or the Public Service Employment Act were also called for. These included making the following negotiable: standards of work; work procedures; promotion; transfer; redundancy; re-assignment; layoff; and recall. Additional amendments demanded would give bargaining agents the right to negotiate classification standards, make all negotiable matters arbitrable, and allow adjudication of all grievances.

Two internal disputes occupied much of the convention's time. The first concerned acceptance of paid full-time union officers as voting delegates. A January 26 ruling by President Claude Edwards that non-elected officials could not vote on convention issues was overruled by delegates. Supported by the Alliance executive, Edwards had contended that the convention decisions should be made by delegates, not by appointed officers, whereas opponents claimed that the experience and knowledge of the officials were of value to the delegates.

The second dispute involved 4,000 employees of the Unemployment Insurance Commission who had been ordered to transfer their memberships from the Economic Security Employees' National Association to the Manpower and Immigration Union.

The problem arose when responsibility for the UIC was transferred, in January 1972, from the Department of Labour to the Department of Manpower and Immigration. Edwards had ruled that the transfer of reporting duties from one department to another meant that employees should change their memberships. The convention agreed by vote to overrule Edwards and to support ESENA's claim to the members.

Edwards spoke also of several problems of concern to the Alliance. **He called attention to the effect of inflation on pensions,** noting that "the continued erosion of inflationary increases in the cost of living more than offsets the present built-in escalation factor of 2 per cent annually resulting from the provisions of the Supplementary Retirement Benefits Act."

The two per cent ceiling might be adequate under normal circumstances, he said, but not under the present rate of inflation. After commenting on the reluctance of the provinces to increase the Canada Pension Plan escalation factor, Edwards urged passage of a PSAC advisory committee recommendation that would raise the ceiling to "lessen the burden of inflation on retired public servants."

He went on to criticize the decision of the Ontario Government not to provide capital funding for an Ottawa community health centre, calling it a concession to doctors who have a vested interest in the fee-for-service system of medical payment.

He also condemned low pay levels within the federal Public Service and criticized the Government's system of paying on a par with private industry. "A strict adherence to a standard of comparisons for the have-nots in the Government with the have-nots in private industry," said Ed "simply means that the G ment have-nots continue to and remain at a minimum level or slightly above it . . . comparisons should be 'good' employers."

On the issue of redundancy goals for PSAC bargaining were set: (1) reassignment o off employees according niority; (2) adoption of 12- layoff notices or redundanc grams; and (3) exaction of layoff guarantee from the G ment.

Bargaining units were urg fight Treasury Board's policy gional pay rates and to ensu Public Service pay does n below rates in the private The Alliance endorsed also gaining policy that would p unilingual public service em ees, while supporting the f bilingual program.

A motion to disband all PSA councils was defeated, a request by the National C nent to acquire full comp rights was denied, because component is viewed as only a holding status.

In the Alliance elections, C Edwards and William Do were returned by acclamati President and First Vice-Pres The Second, Third, and Vice-Presidents for the new are James Wyllie, Andy St and René Prud'homme.

The convention was attend 265 delegates representing 1 members in the PSAC's 16 co nent unions.

CONVERSATION ITH STEPHEN ROMAN

hn Boleslav Roman was born 17, 1921, in Slovakia and o Canada at the age of 16. ent his first three years here arm, then moved through a of occupations, including a n the General Motors as- line in Oshawa and service he Canadian Army during War II. In 1946, he em- upon a series of successful ventures and by 1950 he millionaire. In the mid-fif- formed the uranium com- hat became Denison Mines, cquired control of the largest economical min- anium deposit at Elliot Lake hern Ontario. He has since rsied and increased his hold- **ortune** magazine recently ed his business empire at mately $2.5 billion. In ad- o being a director of sev- orporations, Roman is a r of various philanthropic ltural organizations and a ent member of the Roman c church.

Stephen Roman

"There is only one way to avert industrial conflict in our society—labour and capital must share the profits of their work." This is the view of one of Canada's better known businessmen, Stephen B. Roman, President and Chairman of Denison Mines, Toronto, and of the Roman Corporation.

Roman, a self-made multi-millionaire, admits that his view isn't shared by all industrialists or, for that matter, by many union leaders. But **society must move toward this end if it is to avoid socialism,** he insists.

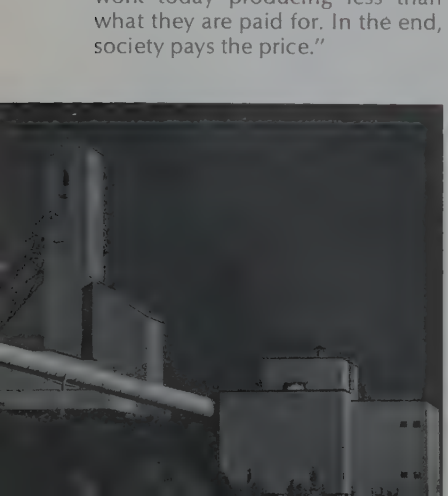
Roman envisages an infinitely superior industrial relations system based not on the pursuit of "selfish objectives" but on **a responsible partnership between labour and capital** (employers). Such a partnership would, in his opinion, do away with the confrontation-type mentality that threatens to destroy our free enterprise system, and give both parties the incentive to make the system work. **"Labour would then be a self-supervisory**

element of production—which labour at the present time wants—and both sides would put the pressure on management to run the enterprise more effectively."

He believes that the best way to foster a greater sense of responsibility in workers is to give them a share of the company profits—in addition to their wages. This would undoubtedly stimulate interest, encourage initiative, and increase productivity, Roman says.

The scheme will not be possible, however, until governments give incentives to companies sharing their profits with labour. Roman suggests also that labour pay only a nominal tax (10 or 15 per cent) on its second income, and that shareholders be taxed on the same basis. A company would set aside, after taxes, a certain portion of its profits to cover the cost of elements like depreciation, expansion and research, but split the remainder between shareholders and employees who might thereby be encouraged to use some of their additional income to buy stock in the company they work for, or in any other concern.

Unless the labour-capital problem is solved, Canada, which relies heavily on exports, will no longer be able to compete in world markets, he warns. **"We have lost track of economic realities.** No one can get something for nothing, yet too many people go to work today producing less than what they are paid for. In the end, society pays the price."



Roman believes that Canada is at a crossroads—people must decide whether they want socialism or private enterprise. "I studied the socialist system," he said, "and nothing in it works ... **Efficiency demands a free market place."** He points out that socialism would also mean higher taxes. How else could government raise the capital needed to run the economy?

He expressed the view that **Canada is already "overgoverned,"** with too much bureaucracy for such a small population. "This impedes the creation of capital. When an entrepreneur can better his position and that of his immediate environment, he should be free to do it."

Roman deplored the **"great lack of understanding between the private and public sectors** of the economy." It is wrong, he said, to blame the creative entrepreneur for society's ills. The betterment of society depends on such individuals, for they provide vision and initiative. "The growth of the Canadian economy is, to a significant extent, attributable to a relatively small group of enterprising individuals," he argued, and **ada's future depends on go ments' helping to create an ronment conducive to initi and responsibility.** "Cana businesses are often sold to eign interests or are unabl compete on world markets cause government impedes creation of necessary capital. with an idealistic purpose bringing government and trepreneurship together can produce the type of society will eliminate indifference mediocrity."

Roman described the idea "corporate rip-off" as an tremely silly notion." **The cor tion is a vehicle, not a consu** "It exists to make a profit, bu this profit does not go to shareholders. A very large goes toward expanding pro tion, providing more jobs, streamlining operations so the company may remain petitive. Besides, how many panies pay a dividend of than 5 or 6 per cent? Very few

menting on the subject of job action, Roman, who once ed on an assembly line, said: people are fortunate enough ve an occupation they really Most of us experience frus- ns or annoyances in our and **society will never have npletely satisfied individual ry job."**

s firm belief that **a job is not sarily a thing to be enjoyed,** game or a hobby, but a re- bility to be fulfilled. "Most e have enough leisure time the things they might enjoy, w know how to use this time creatively, and they o work for satisfaction or ent. Work is not everything however, and **society owes uch people to help them appiness in off-work activi-** Roman remarked that unions ing a poor job of helping members to adapt to tech- gical and social change.

isbecoming increasingly un- ic to expect work to be principal source of satisfac- he added. "As people be- more and more educated, will become less and less tol- of dull, repetitive jobs; but ene has to do this kind of k.

ing that there is a need to the drudgery, **he suggests ning the workweek.** "Job ichment has limitations," he It may work for some, but ners, and it could interfere dustrial efficiency. If work- e to get part of the profits, ver, they would be more in- d in what they are doing."

responsible society he en- **"trade unionism will rg as a loosely knit associ-** hat will help solve social dustrial problems." Labour ers are against profit sharing, hiks, because "they are afraid

of losing their power base." He claims that the majority are "power-oriented, and do not always consider the welfare of their members." He himself was a union member for many years (United Auto Workers and the Steelworkers).

He believes that **Canadian unions should strive for more autonomy.** "We must resolve our problems our way, not the American way. **Canadian and U.S. interests are diverging,** and Canadian unions are beginning to discover that they do not have the big friends in the U.S. they once believed they had." He says Canadians cannot afford the things Americans enjoy. "The U.S. is a completely developed society with a large population. Canada may be a large country, but we have a small population. That's why things cost more to make here than south of the border. But they can't if we're to compete effectively with the U.S. and other countries."

Roman is convinced that the **future of Canada and other nations depends on the multinational corporations.** "Rather than nationalize the subsidiary in a particular country, we should internationalize the parent," he suggests. "The parent would then act as a co-ordinator, supplying capital, management skill and technology to its subsidiaries, but not interfering with their activities."

Roman thinks that the type or nationality of our corporations will have little effect in improving our lot as long as our system has two warring factions—labour and capital. "I, for one, completely disagree with economists who think that economic growth and a real increase in personal income can be achieved within the framework of our present-day society. The trend toward higher wages and lower productivity will prevent us from achieving our national purpose."

Roman believes that only through the kind of system he advocates will labour be able to claim any part of the supervisory responsbility for its members, and only through this kind of arrangement can labour participate in management. He emphasizes, however, that **this ideal cannot be achieved through legislation.** Only through free negotiations between capital and labour, within a framework of complete government co-operation, can we move toward a better deal for both the parties and society. **G.S.**

BOOK REVIEWS

ORGANIZED LABOUR AND PRESSURE POLITICS, by David Kwavnick, McGill-Queen's University Press, Montreal and London; 287 pages.

Written by a professor of political science at Carleton University in Ottawa, this book deals with interaction between the Canadian Labour Congress and the Canadian Government. Studying the CLC as a pressure group, the author has attempted to show the extent of the CLC's mandate to speak for its members, as well as to define the legitimate goals and practices that it can pursue without "incurring censure, either formally of informally."

A number of interesting theories are put forward by Kwavnick. One is that pressure groups and the Government have a mutual need for one another. The CLC, for example, needs the Government to put the demands of its members into effect, because the Government acts for the public as a whole. The Government needs the CLC as an indicator of the opinions held by a large part of the population—opinions on which compromise and consensus have already been worked out within the membership.

He also concludes that the CLC and the Government, although opposed on many issues at an official level, have boundaries that limit their behaviour toward one another. Kwavnick claims that "interest-group leaders are themselves an interest, and as such, they share common interests and problems and co-operate to their mutual advantage in numerous joint endeavours ... These interests, as well as those of the other participants in the process of group politics, lead them to seek stability and predictability in their relations with each other and with the outside world. This cannot be attained if they are constantly engaged in bitter life-and-death struggles among themselves. Consequently, the life-and-death struggle has been all but banished from the realm of group politics."

Kwavnick suggests, too, that the main purpose of the CLC is not to act as the national voice of labour, as it claims. He notes that the Government acknowledges the CLC as spokesman for its me unions, but does not consid mandate to extend beyond ters of labour policy, as the claims it does. Kwavnick add the successful demands put b CLC to the Government are ited to those that are accep to the general public. "Withi limits set by the underlyin mate of opinion," he writes terest groups may hawk wares with some hope of su beyond it, they are doome failure." For this reason, Kwavnick, CLC influence on ernment policy is limited.

The main purpose of the Kwavnick contends, is to p and control raiding betv member unions rather than t as their national spokesman argues that the existence of a organization is the greatest lenge to any interest group, threatens to undermine group's membership. By form national body, like the Con labour unions create an auth to rule on membership dis between affiliated unions, an function is the Congress's pr concern.

ENERAL TOPICS

PLOYMENT REVIEW, MARCH

March there were 8,996,000 ons in the labour force, of 8,388,000 were employed, 08,000 unemployed, Statis- Canada reports. There was an ase of 119,000 in the season- djusted employment level for -time workers compared with ncrease of 132,000 in February. ncrease in full-time work oc- rred mainly among men, 00. The decline in the level of lyment for part-time work- 3,000, was similar to the de- last month. By age groups, seasonally adjusted participa- te increased for persons 25 s and over and showed no ng for persons 14-24 years of Regionally, the seasonally ad- e participation rates in- sed in the Atlantic Region by in Québec by 0.5, and in the rio by 0.2. British Columbia wed no change and in Ontario re was a decrease of 0.3. The sonally adjusted unemploy- nt level declined in all regions was more pronounced in bec, 13,000.

EMPLOYMENT

The seasonally adjusted level of employment increased for the sixth consecutive month. The increases have been more pronounced in the past three months, reaching 8,733,000 in March. Employment for married men age 25-54 rose to 3,175,000 and the employment level for married women advanced to 1,282,000. Employment for persons age 14-24 increased for the sixth consecutive month. On a seasonally adjusted basis, the employment level increased in all regions except in Ontario, where, after strong gains in recent months, it decreased. Both the Atlantic and Québec regions showed large increases.

UNEMPLOYMENT

The seasonally adjusted unemployment level decreased by 28,000 to 512,000 in March, the third successive decline. The level of unemployment for married men age 25-54 also decreased, falling to 112,000. By duration, both the long- and short-term seasonally adjusted unemployment levels fell. For the long-term unemployment, this was the fourth consecutive month of decline and for the short-term, it was the third consecutive month.

UNEMPLOYMENT RATE

The seasonally adjusted unemployment rate for Canada decreased substantially from February to 5.5 in March, the lowest rate since March 1970 when it was 5.4. The rates decreased for all major age-sex groups. The rate for married men 25-54 years of age fell to 3.4. It continued to decrease in all regions. Between February and March, the rate fell by 0.6 in Québec, 0.5 in the Atlantic region and British Columbia, and 0.2 in Ontario and the Prairies. By age groups, the rate decreased by 0.4 for persons 14-24, for persons 25-54 by 0.3, and for persons 55 years and over by 0.5.

PARTICIPATION RATE

The seasonally adjusted participation rate for Canada increased for the fifth consecutive month. It was 57.7 in March.

EMPLOYMENT REVIEW, FEBRUARY

Employment increased between January and February, and unemployment decreased. The unemployment rate declined from 6.2 to 5.9.

EMPLOYMENT

There was an increase in employment to 8,639,000, distributed among all main age-sex groups. The increase was in full-time work and occurred in all regions. A year ago the level was 8,270,000.

UNEMPLOYMENT

Unemployment decreased from 566,000 in January to 540,000 in February, a year ago it was 515,000. The level of unemployment decreased in all main age-sex groups, and by duration there was a large decline for those seeking work between one to three months. The decline was spread among all regions.

UNEMPLOYMENT RATE

The unemployment rate decreased from 6.2 in January to 5.9 in February. A year ago it was 5.9. The rates decreased in all regions except Ontario, which showed little change.

PARTICIPATION RATE

The participation rate increased to 57.5 in February from 57.3 in January. A year ago the rate was 56.4. The increase occurred mainly among persons 14-24 years of age and women 25 years and over. The rates advanced in all regions except for the Prairie region, where it was unchanged.

U.S. EMPLOYMENT, JANUARY

The seasonally adjusted unemployment rate was 5.0 per cent in January compared with 5.1 per cent in December; the actual rate of unemployment in January was 5.5 per cent. The number of unemployed persons was 4,400,000, or 100,000 fewer than in the previous month. The civilian labour force was 85,718,000.

UNEMPLOYMENT INSURANCE

During January 1973, there were 51,350 investigations finalized across Canada. Of these, there were 24,696 on premises investigations and 16,281 selective investigations to verify the fulfilment of statutory conditions. The remaining 4,580 formal investigations and 5,793 post audit investigations were in connection with claimants suspected of making false statements to obtain benefits.

Punitive disqualifications as a result of claimants making false statements or misrepresentations numbered 3,588.

Prosecutions were commenced in 105 cases, all against claimants.

During February 1973, there were 51,980 investigations finalized across Canada. Of these 16,743 were on-premises investigations and 23,513 were selective investigations to verify the fulfilment of statutory conditions.

The remaining 4,448 formal vestigations and 7,276 post investigations were in conn with claimants suspected of ing false statements to obtai efits.

Punitive disqualifications as sult of claimants making statements or misrepresent numbered 4,076. Prosecu were commenced in 141 cas against claimants.

JUNE CREDITS

Photos. NFB: Cover, p. 352 362, 364, 373, 386, 389, 391 The Public Archives of Cana 356. Murray MacGowan Pho pher, Ottawa: p. 356. Scott tography, St. Catharines: p 368, 370. Murray Mosher, Features, Ottawa: p. 387, 38 Business and Industrial Pho phers, Montreal: p. 392. Va Studio, Montreal: p. 396. Bria nerty, Calgary: p. 398. In tional Press, Toronto: p. 399 Photography, Toronto: p. 400

CORRECTION

On page 182 of the March iss The Labour Gazette, the to vilian labour force for the ended December 9, 1972 is s as 4,929,000. This should have 8,929,000.

ONCILIATION

ir March the Minister of La- r ppointed conciliation offi- t deal with the following dis- s

oial Harbours Board, Halifax, nd Public Service Alliance Caada (representing the Na- alHarbours Board Police As- a on Group) (Conciliation e: C. A. Ogden).

had Track Installation Com- , Thunder Bay, Ont., and Ca- a Brotherhood of Railway, sport and General Workers, l 2 (Conciliation Officer: A. ppel).

al Canadian Mint, Ottawa, nd Public Service Alliance Caada (Conciliation Officer: . isher).

v Brunswick Broadcasting npany Limited (CHSJ-TV, j-adio), Saint John, N.B., and onal Association of Broadcast cees and Technicians (Con- ion Officer: R. L. Kervin).

ic Pilotage Authority, Van- e B.C., and Pacific Pilotage 'c ees' Union, Local 1678, (onciliation Officer: D. H. ern).

Eastern Provincial Airways (1963) Limited, Gander, Nfld., and Maritime Airline Pilots' Association (representing a unit of employees of the Traffic Division) (Conciliation Officer: W. J. Gillies).

National Harbours Board and National Harbours Board Police Brotherhood, Port of Montréal (Conciliation Officer: G. R. Doucet).

Chapman Transport Limited, Kelowna, B.C., and General Truck Drivers and Helpers' Union, Local 31 and Teamsters' Union, Local 213 (representing office employees) (Conciliation Officer: G. W. Rogers).

Baton Broadcasting Limited (CFTO-TV), Agincourt, Ont., and Toronto Newspaper Guild, Local 87, American Newspaper Guild (Conciliation Officer: K. Hulse).

National Harbours Board, Halifax, N.S., and International Longshoremen's Association, Local 1843 (Conciliation Officer: R. L. Kervin).

Atomic Energy of Canada Limited and Atomic Energy Allied Council (comprising ten various unions representing employees at the Chalk River Nuclear Laboratories and also the International Association of Machinists and Aerospace Workers, Lodge 608 that represents specified hourly rate employees of the Whiteshell Nuclear Research Establishment at Pinawa, Man.) (Conciliation Officer: T. B. McRae).

Aqua Transportation Limited, Vancouver, B.C., and Canadian Merchant Service Guild (Conciliation Officer: D. H. Cameron).

Maritime Employers' Association (acting for and on behalf of the Shipping Federation of Canada Inc.), Port of Saint John, N.B., and International Longshoremen's Association, Local 273 (Conciliation Officers: C. A. Ogden and R. L. Kervin).

Settlements by conciliation officers. REA Express (Canada) Ltd., Cooksville, Ont., and Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (Conciliation Officer: M. K. Carson) (LG, May, p. 334).

M. J. Campbell, Inc., Weston, Ont., and General Truck Drivers' Union, Local 938 (Conciliation Officer: H. A. Fisher) (LG, May, p. 334).

Canadian Arsenals Limited (Small Arms Division, Long Branch), Toronto, Ont., and Canadian Union of Operating Engineers, Local 101 (Conciliation Officer: M. K. Carson) (LG, May, p. 335).

Canada Catering Company Limited, Gander, Nfld., and Retail, Wholesale and Department Store, Union, Local 1060 (Conciliation Officer: W. J. Gillies) (LG, May, p. 334).

Cassiar Asbestos Corporation Limited, Clinton Creek, Y.T., and Canadian Mine Workers, Local 1 (Conciliation Officer: R. F. Langford) (LG, April, p. 249).

National Harbours Board, Port of Vancouver, and Vancouver Harbour Employees' Association (Local 517, ILWU) (Conciliation Officer: R. F. Langford) (LG March, p. 177).

Towboat Industrial Relations Association (representing certain member towboat companies) and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer: D. H. Cameron, assisted by Industry Specialist, D. S. Tysoe) (LG, Jan., p. 54).

Towboat Industrial Relations Association (representing certain member towboat companies) and Seafarers' International Union of Canada (Conciliation Officer: D. H. Cameron, assisted by Industry Specialist, D. S. Tysoe) (LG, Jan., p. 54).

Conciliation boards appointed. Great Lakes Pilotage Authority, Cornwall, Ont., and Public Service Alliance of Canada (LG, May, p. 334).

Rio Algom Mines Limited (Nordic Section and Quirke Section), Elliot Lake, Ont., and United Steelworkers of America (LG, May, p. 334).

Northern Industrial Carriers Ltd., Edmonton, Alta., and General Teamsters, Local 362 and General Truck Drivers and Helpers' Union No. 31 (LG, Feb., p. 106).

Air Canada and Canadian Air Line Employees' Association (representing employees of the Air Canada Finance Branch—Winnipeg) (LG, April, p. 249).

Major Railways involving Canadian National Railways and CP Rail and other short line companies and Associated Non-operating Railway Unions.

Conciliation boards fully constituted. The Board of Conciliation and Investigation established to deal with a dispute between Radio Futura Ltée (CKVL), Verdun, Qué., and le Syndicat général de la radio (CSN) CKVL (LG, April, p. 250) was fully constituted with the appointment of Pierre Dufresne of Montréal, as chairman. Mr. Dufresne was appointed by the Minister on the joint recommendation other two members of the company nominee Roy L. H and union nominee René trand, both of Montréal.

The Board of Conciliation a vestigation established to with a dispute between Ma Pool Elevators; National (1968) Limited; Parrish Heimbecker Limited; Richa Terminals Limited; Saskatc Wheat Pool; United Grain ers Limited and Brotherho Railway, Airline and Stea Clerks, Freight Handlers, E and Station Employees, Lod (LG, May, p. 335) was fully tuted with the appointment Arjun P. Aggarwal of Thund as chairman. Dr. Aggarwal w pointed by the Minister o joint recommendation o other two members of the company nominee Ken B Calgary, Alta., and union no A. S. Tirrell, Thornhill, Ont.

The Board of Conciliation a vestigation established to with a dispute between No Electric Company Limited (lation Western Region) and munication Workers of C (LG, May, p. 335) was fully tuted with the appointment G. Geddes of Toronto, as man. Mr. Geddes was appo by the Minister on the join ommendation of the othe members of the Board, con nominee S. E. Dinsdale, Q.C ronto, and union nominee liam Walsh, Hamilton.

iation board report re-
, Canadian National Hotels
d (Nova Scotian Hotel),
, N.S., and Hotel and Res-
: Employees and Bartenders
ational Union, Local 662
pril, p. 250). (Full text ap-
n Supplement No. 1, 1973).

Conciliation boards not appointed. Les Armateurs du St. Laurent Inc., Point au Pic, Qué., and Seafarers' International Union of Canada (representing unlicensed employees aboard the M/V "Maurice Desgagnés") (Conciliation Officer: S. T. Payne) (LG, May, p. 334).

McDonald Trucking (Harrow) Limited, Harrow, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 880 (Conciliation Officer: K. Hulse) (LG, May, p. 334).

ERTIFICATION

anada Labour Relations
d met for two days during
h The Board granted two ap-
tions for certification, per-
d the withdrawal of three,
received one application for
fication.

ictions for certification
ed National Association of
dcst Employees and Tech-
ns was certified as the bar-
ng agent on behalf of a unit
oduction employees of
-V Limited, Agincourt, Ont.
International Alliance of The-
al tage Employees and Mov-
ing Picture Machine Operators of the United States and Canada, Motion Picture Studio Production Technicians, Local 873, which had represented the employees affected, intervened to contest the application. The Board's decision followed the taking of a representation vote of the employees in which the names of both unions were on the ballot.

Communications Workers of Canada, Local 6, was certified as the bargaining agent on behalf of a unit of employees of Northern Telephone Limited, New Liskeard, Ont. The Board had previously issued Reasons for Judgment accepting jurisdiction in the application for certification that was contested by four groups of employees of the company but only in respect of themselves.

Application for certification received. Whitehorse Fire Fighters' Association on behalf of a unit of employees of The Corporation of the City of Whitehorse, Yukon (Investigation Officer: A. A. Franklin).

RAILWAY ARBITRATION

Case 399. Dispute between the Québec North Shore and Labrador Railway and United Transportation Union over a brakeman/engineman trainee's pay.

The union contended that a brakeman who had worked as an engineman trainee for part of his pay period was entitled to full trainee's pay. The company contended that the employee was entitled to the trainee pay only for the time he had worked as a trainee.

The arbitrator noted that, although the agreement states that engineman trainees are paid at the rate of a set number of miles for each pay period, this has to be interpreted as simply a method of establishing a trainee's pay and cannot be applied to men who work in other classifications as well. Otherwise, a man assigned as an engineman trainee even for one second of one pay period would then be entitled to full trainee pay as well as his regular pay. The grievance was dismissed.

Case No. 400. Dispute between the Québec North Shore and Labrador Railway and the United Transportation Union over a trainman's loss of one day's pay.

The union contended that the brakeman was entitled to a 24-hour rest period. The company contended that, by booking rest, the employee had made himself unavailable for work.

The arbitrator made the distinction between "booking rest" and "booking off." His conclusion was that the grievor had properly booked rest under the terms of the collective agreement, so he allowed the grievance.

Case No. 401. Dispute between the Québec North Shore and Labrador Railway and the United Transportation Union over payment for a cancelled trip.

The union contended that th ployees were justified in su ing a time claim for a can trip. The company refuse claim on the grounds that th had already been paid for held away from home termi

The arbitrator ruled that th issue in the case was wheth grievors were entitled to pa for cancelled trips, an whether other payments proper. He ruled that, und terms of the agreement, th were entitled to the pa claimed. The grievanc allowed.

Case No. 402. Dispute be Canadian Pacific Express L and the Brotherhood of R Airline and Steamship Freight Handlers, Express an tion Employees over payme overtime worked.

The union contended tha computation of overtime have continued accordi agreed practices in effect January 1, 1972. The compa agreed.

The issue in the case wa proper calculation of an rate for overtime payment case of employees paid weekly or other periodic bas arbitrator said. He found press provision supportin union's contention, and sa it would be a stretch of the ment's provision to give it t fect of restoring an earlier sion that was not incorpora the new contract. Therefo dismissed the grievance.

ICISIONS OF THE UMPIRE

ertainly not possible to ob-
ll employment, except in
xceptional circumstances,
t the same time taking a
curse at a university," the
it said in upholding the de-
of the Board of Referees
smissing the appeal of a
at, who had been disquali-
m receiving benefit. He
t employed as a credit
er from May 1, 1970 to Sep-
e 4, 1971. He filed an appli-
or benefit on September 6,
fter he became separated
s employment because he
ving to another city to at-
iversity. His reason for ter-
in was confirmed by his employer on September 16. During the academic year 1970-71, the claimant said, he attended college on a full-time basis, at the same time filling the position of credit manager. From the Commission's records, he said, "it would be evident that I paid unemployment insurance contributions throughout the year." He stated that his academic timetable was very flexible and required only between 12 and 14 hours a week, and if employment was offered, he expected to work throughout the year.

On October 1, the claimant completed a "Trainee (Student) Questionnaire" showing that on September 16, 1971, he started an academic course at the University that was scheduled to terminate on April 28, 1972. He stated also that he was paying tuition fees amounting to $648.00 for the academic year and that he was not receiving, would not receive, and had not applied for, a training allowance.

The insurance officer notified the claimant on October 8 that he was disqualified from receiving benefit from September 12, 1971, because he had failed to prove that he was available for work while attending a full-time course of instruction. (Section 25(a) of the Act).

From this decision, the claimant appealed to a board of referees on October 18, 1971. He declared that during the last college term he attended a full-time course of instruction at ... College and kept his position as credit manager; that this year his attendance schedule was almost the same as that of 1970-1971, except that he had two hours less class time; that the said schedule was quite flexible; and that he was now available for work on the same basis as in 1970 and felt that he was entitled to unemployment insurance.

The hearing by the board of referees was attended by the claimant on November 3. In his testimony, the claimant stated that according to his schedule of classes, he had Tuesday afternoon off, Thursday morning, Friday afternoon and all day Saturday; that it was necessary for him to allow time for his studies but this could be done at any time until four o'clock in the morning. The claimant said that he was not aware of any full-time jobs in the area of ... where he could work in the hours available to him, but that in the local business area and in the shopping area part-time employment could possibly be available. He had also made application at a bank and for part-time work at the University.

The board had no doubt concerning the claimant's credibility and his desire for work or his availability for part-time employment. But they considered following the Act and the jurisprudence as laid down by Umpire's decisions that, prima facie, full-time attendance at a school was not consistent with availability for work—it was only when sincere efforts to find work and willingness to accept immediately suitable employment, should it become available, are demonstrated, that the presumption of non-availability is rebutted. The board concluded that the claimant was not in a position to accept immediately full-time employment, and by a unanimous vote, they decided to dismiss the appeal.

The claimant was granted leave to appeal to the Umpire. In support of his appeal, he reiterated that in the academic year 1970-1971, he attended university full-time and worked throughout that period. The claimant pointed out also that he had been informed there were several precedents in favour of his case, which he felt involved special circumstances.

There is no doubt about the claimant's good intentions or willingness to work, but he is not in a position very different from many students attending university who must help finance their courses by securing part-time employment, the Umpire said in his decision. He was fortunate in being one of the rare exceptions during the period from May 1, 1970 to September 4, 1971 when he was able to work full-time as credit manager for a business in ... and at the same time take a university course. It was unlikely, however, that he would be able to find a special situation such as this at ... a smaller town where the opportunities for employment would be more limited.

"He left his job in ... volu
on September 4, 1971 and w
... for the express purpose
tering university full-time
without any assurance of o
ing employment while atte
the university. Although his
table would be flexible, i
clear that it would interfere
any regular full-time employ
He was no doubt availabl
part-time employment if he
find some which would fit in
schedule, but the opportu
for such employment wou
somewhat restricted. In or
qualify for benefit under Se
25(a) of the Act, he must be
able for work and unable t
tain suitable employment 'i
working day ...'"

The claimant made no ef
drop his university course a
time that suitable employme
came available and it is, in
clear that his primary interes
in continuing his education
full-time basis, which is
proper and commendabl
doing this, he has certainl
stricted his opportunities o
taining any but limited part
work and the fact that he wa
to work full-time the year
ously while attending anothe
versity in a different city in n
justifies a conclusion tha
could do the same while at
ing ... university in ...

"I can therefore find no fa
the unanimous decision o
Board of Referees and mus
miss claimant's appeal."

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NO. 290

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LABOUR STATISTICS

Principal Items	Date	Amount	Percentage Ch from Previous Month
		(in thousands)	
TOTAL CIVILIAN LABOUR FORCE*			
Week ended March 24, 1973		8,996	+ 0.6
Employed	March	8,388	+ 1.3
Agriculture	"	429	+ 8.9
Non-agriculture	"	7,959	+ 0.9
Paid workers	"	7,427	+ 1.0
At work 35 hours or more	"	6,600	+ 0.8
At work less than 35 hours	"	1,303	− 5.7
Employed but not at work	"	485	+ 38.2
Unemployed	"	608	− 8.2
Atlantic	"	81	− 6.9
Québec	"	218	− 7.2
Ontario	"	161	− 5.8
Prairie	"	74	− 8.6
British Columbia	"	74	− 8.6
Without work and seeking work	"	563	− 7.1
On temporary layoff up to 30 days	"	45	− 8.2
INDUSTRIAL EMPLOYMENT (1961 = 100)†	December	129.4	− 2.6
Manufacturing employment (1961 = 100)†	"	122.6	− 2.5
IMMIGRATION	1st 9 mos. 1972	86,787	−
Destined to the labour force	"	42,417	−
STRIKES AND LOCKOUTS			
Strikes and lockouts	February	91	+ 2.2
No. of workers involved	"	16,048	+ 30.3
Duration in man days	"	201,110	+ 7.6
EARNINGS AND INCOME			
Average weekly wages and salaries (ind. comp.)†	December	151.93	− 1.2
Average hourly earnings (mfg.)†	"	36.9	+ 1.4
Average weekly hours paid†	"	38.6	+ 4.7
Consumer price index (1961 = 100)	"	143.3	+ 0.7
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡	"	132.2	− 4.4
Total labour income (Millions of dollars)†	"	4,940.0	−
INDUSTRIAL PRODUCTION†			
Total (average 1961 = 100)	February	208.9	+ 2.0
Manufacturing	"	204.9	+ 2.1
Durables	"	236.5	+ 1.8
Non-durables	"	180.0	+ 2.5
NEW RESIDENTIAL CONSTRUCTION**			
Starts	February	8,880	+ 79.4
Completions	"	12,391	+ 77.3
Under construction	"	−	−

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, w addition, contains the characteristics of the labour force, together with definitions and explanatory notes.
†Advance data.
‡Preliminary.
**Centres of 10,000 population or more.

IKES AND LOCKOUTS

al information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department bur on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three n this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all e reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the oppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

S AND LOCKOUTS, 1968-1973

r Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Year: Strikes and Lockouts	Workers Involved	Duration in Man-Days: Man-Days	Duration in Man-Days: Per Cent of Estimated Working Time
	559	582	223,562	5,032,730	0.32
	566	595	306,799	7,751,880	0.46
	503	542	261,706	6,539,560	0.39
	547	569	239,631	2,866,590	0.16
	492	532	690,667	7,848,360	0.43
ebruary	35	78	28,095	238,030	0.16
larch	42	89	231,431	365,950	0.24
pril	44	95	233,060	1,832,300	1.31
lay	57	109	62,854	936,540	0.59
ne	66	127	131,278	1,214,620	0.75
ly	42	100	94,666	1,104,230	0.71
ugust	34	86	36,209	617,060	0.36
eptember	45	95	33,340	462,470	0.32
ctober	31	78	29,501	419,520	0.27
ovember	37	92	32,703	368,520	0.24
ecember	19	78	11,318	155,220	0.11
nuary	30	89	12,318	186,830	0.12
ebruary	31	91	16,048	201,110	0.14

inary. †Revised.

KI AND LOCKOUTS, FEBRUARY, 1973, NDUSTRY (PRELIMINARY)

ry	In Effect During Month: Number Beginning During Month	Strikes and Lockouts	Workers Involved	Man-Days
ry	1	1	1,300	16,900
g Trapping	1	1	1,350	16,200
	1	4	926	12,390
fa uring	14	42	6,939	88,280
u ion	2	11	1,890	36,760
o ation and utilities	5	11	1,176	11,390
	3	9	1,446	12,470
e	—	—	—	—
	4	10	973	6,100
a ministration	—	2	48	620
DUSTRIES	31	91	16,048	201,110

STRIKES AND LOCKOUTS, FEBRUARY, 1973, BY JURISDICTION (PRELIMINARY)

Jurisdiction	In Effect During Month: Number Beginning During Month	Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland	—	6	651	14,210
Prince Edward Island	—	—	—	—
Nova Scotia	3	3	724	1,780
New Brunswick	1	3	166	2,620
Quebec	6	21	3,656	43,440
Ontario	12	37	4,631	60,930
Manitoba	—	3	84	1,680
Saskatchewan	1	3	266	1,240
Alberta	—	2	240	4,800
British Columbia	6	18	5,073	66,680
Federal	2	5	557	3,730
ALL JURISDICTIONS	31	91	16,048	201,110

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY 1973 (PRELIMINARY)

Industry Employer Location	Union	Workers Involved	Duration in Man-Days December	 Accumulated	Starting Date Termination Date	Major Issues Result
Forestry						
LOGGING						
MacMillan Bloedel Ltd., Port Alberni, B.C.	Woodworkers Loc. 1-85 (AFL-CIO/CLC)	1,300	16,900	16,900	Feb. 12 –	IWA wants the cont and sub-contractors to j union–
FISHING & TRAPPING						
Fisheries Association of B.C. Vancouver, B.C.	United Fishermen and Allied Workers 7313-126 (Ind.) 7313-118 (Ind.)	1,350	16,200	16,200	Feb. 11 Feb. 24	Price per ton and quo catch–Return of fis when agreement reached
Mines						
METAL						
Lornex Mining Corp, Highland Valley, B.C.	Steelworkers Loc. 7619 (AFL-CIO/CLC)	400	8,000	66,400	July 3 –	Hours of work–
Mines de la Madeleine, Ste Anne des Monts, Que.	Steelworkers Loc. 7381 (AFL-CIO/CLC)	153	3,060	11,480	Nov. 13 –	Wages, employment length of contract–
St. Lawrence Columbium & Metals Corp., Oka, Que.	Steelworkers Loc. 7579 (AFL-CIO/CLC)	158	1,110	3,640	Jan. 10 Feb. 12	Wages, security, cla tion–Not reported.
NON-METAL						
International Minerals & Chemical Corp., Esterhazy, Sask.	Oil Workers (9-982) (AFL-CIO/CLC)	457	3,200	9,140	Jan. 15 Feb. 12	Wages–Not reported.
Duval Potash, Company, Saskatoon, Sask.	Steelworkers Loc. 7458 (AFL-CIO/CLC)	215	220	220	Feb. 28 –	Wages, job classification
Manufacturing						
FOOD & BEVERAGES						
Dare Food (Biscuit Division) Ltd., Kitchener, Ont.	Brewery Workers Loc. 173 (AFL-CIO/CLC)	380	7,600	71,590	May 26 –	Wages, hours–
Bonavista Cold Storage Ltd., Bonavista, Nfld.	Food Workers Loc. 1253 (AFL-CIO/CLC)	357	8,330	63,790	June 29 –	Wages, hours, overtim paid holidays–

...S AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY 1973 (PRELIMINARY) (CONT.)

...ustry ...ployer ...ation	Union	Workers Involved	Duration in Man-Days December	Duration in Man-Days Accumulated	Starting Date Termination Date	Major Issues Result
...shey Chocolate ...anada, ...th Falls, Ont.	Retail, Wholesale Employees Loc. 461 (AFL-CIO/CLC)	153	3,060	3,830	Jan. 25 –	Wages–
...ert of Canada, ...herstburg, Ont.	Distillery Workers Loc. 73 (AFL-CIO/CLC)	250	4,250	4,250	Feb. 6	Job allocation issue–
...m Walker & Sons ...ffield, B.C.	Distillery Workers (202) (AFL-CIO/CLC)	126	1,130	1,130	Feb. 16 –	Parity with Ontario plant–
...m Walker & Sons ...dsor, Ont.	Distillery Workers Loc. 61 (AFL-CIO/CLC)	600	300	300	Feb. 28 –	In support of B.C. plant–
...k Mills Ltd., ...brooke, ...ansville, St-Jean, ...	Textile Workers Union of America (1960, 16-71)	1,100	14,300	14,300	Feb. 10 –	Wages and hours of work–
...Millan Bloedel ...d ...Band, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)	190	3,800	33,400	June 19 –	Not reported–
...dian Forest ...ucts, ...ting-Merritt, ... C	Woodworkers Loc. 1-427 (AFL-CIO/CLC)	200	4,000	23,200	Sep. 13 –	Protest against the suspension of fellow workers for alleged slowdown–
...hwood Pulp ...mill Div., ...rie George, ... C	Woodworkers Loc. 1-424 (AFL-CIO/CLC)	250	5,000	27,000	Sep. 25 –	Not reported–
...co Maritimes ...d ...Glasgow, N.S.	Pulp and Paper-mill workers Loc. 440 & 440-A (AFL-CIO/CLC)	240	960	960	Feb. 20 Feb. 24	Employees picketed as a result of suspension of fellow workers –Not reported.
...R METALS						
...foundland Steel ...., ...hn's, Nfld.	Steelworkers Loc. 7144 (AFL-CIO/CLC)	150	3,000	8,100	Dec. 12 –	Demanding the withdrawal of a warning given to an employee for refusing to work improperly assigned job–
...Mainland, ...sn & Burpee; ...lance, ...couver area, B.C.	Steelworkers (6721) (AFL-CIO/CLC)	300	2,700	2,700	Feb. 16 –	Not reported–

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY 1973 (PRELIMINARY) (CO

Industry Employer Location	Union	Workers Involved	Duration in Man-Days December	 Accumulated	Starting Date Termination Date	Major Issues Result
Ontario Malleable Iron Co. Ltd., Oshawa, Ont.	Steelworkers Loc. 1500 (AFL-CIO/CLC)	300	300	300	Feb. 28 –	Wages shorter work we tective contract languag
METAL FABRICATING						
Lockweld & Forge Products Ltd., Montreal, Que.	Steelworkers Loc. 2366 (AFL-CIO/CLC)	160	3,200	31,840	Jul. 25 –	Not reported–
Firestone Steel Products of Canada Ltd., London, Ont.	Auto Workers Loc. 27 (CLC)	300	6,000	8,700	Jan. 19 –	Wages, other benefits–
MACHINERY						
McKee Bros. Ltd., Elmira, Ont.	Steelworkers (AFL-CIO/CLC)	148	2,960	6,220	Jan. 2 –	Wages, length of agreem
TRANSPORTATION EQUIPMENT						
Ferguson Industries Ltd., Pictou, N.S.	Steelworkers Loc. 4702 (AFL-CIO/CLC)	400	400	400	Feb. 7 Feb. 8	Sympathy strike for ployee who was dismiss reported.
Dominion Auto Accessories Ltd., Windsor, Ont.	Auto workers Loc. 195 (CLC)	176	1,230	1,230	Feb. 20 –	Cost of living and fring fits–
NON-METALLIC MINERAL PRODUCTS						
Cegelec Industries Inc., La Prairie, Que.	Metallurgist, Miners, & Chemical Workers' Fed'n. (CNTU)	170	3,400	34,680	May 10 –	Delayed negotiations in contract–
CHEMICAL PRODUCTS						
Tioxide du Canada Ltée., Tracy, Que.	Steelworkers Loc. 3619 (AFL-CIO/CLC)	180	1,160	1,550	Jan. 29 –	Not reported–Not repor
Construction						
Canadian Elevator Manufacturers Assoc., Province-wide, Ont.	Elevator Constructors Loc. 90 (AFL-CIO/CLC)	1,200	24,000	148,230	Aug. 29 –	Protest in the lack gress in negotiations fo tional contract–
Canadian Elevator Manufacturers, Lower Mainland, B.C.	Elevator Constructors Loc. 82 (AFL-CIO/CLC)	227	4,540	27,010	Sep. 8 –	Protest over lack o gress in negotiating tional contract–

KS AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY 1973 (PRELIMINARY) (CONT.)

ıustry mloyer o tion	Union	Workers Involved	Duration in Man-Days December	Duration in Man-Days Accumulated	Starting Date Termination Date	Major Issues Result
h Canadian Elevator Manufacturers, dionton & Calgary, lt	Elevator Constructors Loc. 122 & 130 (AFL-CIO/CLC)	200	4,000	20,000	Oct. 5 –	Wages, fringe benefits, union jurisdiction–
lon, Black & laDonald, rdla, Que.	F.T.Q.	110	1,210	1,210	Feb. 14 –	Rates of pay for the size of project–
sportation & ilities						
SPORTATION						
arwich, Windsor nd Amherstburg ailway, Vindsor Area, Ont.	Transit Union Loc. 616 (AFL-CIO/CLC)	184	3,680	9,060	Dec. 22 –	Wages–
Nalair Canada Ltd., dmonton, Calgary, ancouver & oronto.	Canadian Air Line Flight Attendants' Association (CLC)	102	2,040	3,280	Jan. 12 –	Wages, hours–
.C Maritime mployers Assoc., ictria, B.C.	Longshoremen and Warehousemen Loc. 514 (CLC)	290	290	290	Feb. 15 Feb. 17	Retroactive pay–Return to work (midnight the 15th).
lgma Central ailway, aultSte-Marie.	United Transportation Union (885) (AFL-CIO/CLC)	100	100	100	Feb. 16 Feb. 17	Over grievances–Not reported.
ERGAS AND WATER						
Vindsor Utilities ommission, Vinosr, Ont.	I.B.E.W. Loc. 911 (AFL-CIO/CLC)	270	1,080	1,080	Feb. 23 –	Wages, dental plan–
e						
enjmin News Co. td., Montreal, Que.	Teamsters Loc. 931 (Ind.)	155	3,100	7,600	Dec. 21 –	Not reported–
arious Garages in Quebec, arious locations n Qebec.	Syndicat de la Métallurgie (CSN)	1,020	5,680	5,680	Feb. 21 –	Wages, hours, holidays–
Nineindependent Drugstores, Vancouver, Coquitlam nd New Westminster, .C.	Retail Clerks Loc. 1518 (AFL-CIO/CLC)	110	550	550	Feb. 23 –	Negotiating the first contract–

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY 1973 (PRELIMINARY) (CO

Industry Employer – Location	Union	Workers Involved	Duration in Man-Days December	Duration in Man-Days Accumulated	Starting Date Termination Date	Major Issues Result
Service						
EDUCATION						
Greater Victoria School Board (School District 61), Victoria area, B.C.	Public Employees Loc. 382 (CLC)	521	2,080	8,850	Jan. 12 Feb. 7	Equal pay for wom equal work—Not repo
Sault St-Marie & area School Board, Sault St-Marie.	Public Employees Loc. 216 (CLC)	241	960	960	Feb. 23 –	Fringe benefits–

*Federal Jurisdiction

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